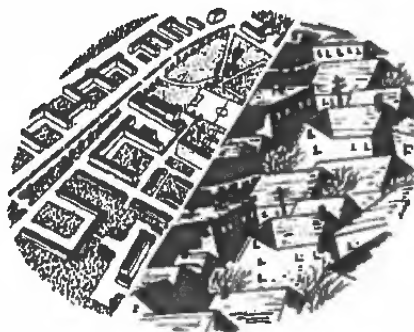


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1948

# COMMUNITY PLANNING IN CANADA



Canada Mortgage and Housing Corporation  
Société canadienne d'hypothèques et de logement

Canadian Housing Information Centre  
Centre canadien de documentation sur  
l'habitation

being a graphic summary of the plans recently  
made by a number of Canadian communities for  
their development, compiled by the Community  
Planning Association of Canada, for the most  
part from material originally in the Journal of  
the Royal Architectural Institute of Canada;  
published, with the permission of the Editorial  
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1948

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**W**E remember in the dark, early days in the war, that Colonel Blimps, on the other side of the water, would frequently tell us that God protected, with a very special care, those who did not plan. The favoured were, of course, all Anglo Saxons. The wicked Germans were outside the pale, and so were the Russians who were doubly damned as "plan-conscious" and godless. The unprepared Anglo Saxons would always win the last battle.

**T**O what extent we planned, and to what extent we blundered through, is for history to decide. There are many signs that we are blundering through the peace, but some hopeful signs stand out that give the ordinary citizen, in Canada, some hope. The activities of the Wartime Prices and Trade Board are one, but they, like so many others, can plan only for short terms. They have no five year plan.

**O**NE of the most heartening signs of recent times of government interest in planning has been the calling of the Community Planning Conference through the agency of a crown company, the Central Mortgage and Housing Corporation. The Conference gave birth to an infant called the Community Planning Association whose godparents were the E.I.C., the R.A.I.C., the Canadian Welfare Council, the Trades and Labour Council, the Provincial Governments of Canada and the Central Mortgage and Housing Corporation. We shall watch his growth with interest, because he has a great future which we firmly believe will affect the lives of many now living, and, more particularly, many millions yet unborn.

**W**E realized, ourself, while working as a "public spirited citizen" on the Planning Board of a provincial city, that the most earnest and enthusiastic board with its highly skilled advisers could never break down newspaper suspicion, public apathy, and the indecision and political self-interest of elected representatives on the municipal level, without a broad and far reaching programme of education. It will be the principal duty of the C.P.A. to carry out such a programme across the Dominion in hamlet and city, in elementary school and city council. It will be the means, indirectly, of setting up boards that do not exist at present, and of putting new hope into those moribund boards whose members know that their efforts will go through two inevitable stages—ridicule followed by oblivion. The progress will be slow, but the alternative of useful, arduous work followed by reasoned judgment, intelligent criticism and action, within the means of the community to carry out a plan, in whole or in part, is something worth fighting for. Such boards would attract the best people in the community because no greater opportunity for service exists in our modern society.

**W**E would suggest to the Council of the C.P.A. that a great deal of this work will be done through films, and, so far as we know, suitable films do not exist in North America. "Proud City" is strong meat and unintelligible for a community that has been led to believe that slums are a necessary part of our civilization, or that the rape of the countryside by indiscriminate residential subdivisions is the post war utopia. A South American film we saw only yesterday, with high expectations, would set the cause of town Planning back to the first Chicago Exhibition. We have the highest regard for the competence and wisdom in these matters of our own Film Board. It would take time, but they could make the films. If the cause is worthwhile, the cost should not be counted.

**I**N Town Planning and Housing there may be no last battle to win. Indeed, we may have lost it if large sections of our urban and rural communities lie occupied by the forces of congestion, poverty and despair. Housing will not catch up with the slum-dwellers in the lifetime of those who read this *Journal*, but, for their children, there is hope if the C.P.A. carries on an underground fight that will eventually command the respect and the support of the whole country.

Editor.



# COMMUNITY PLANNING IN CANADA

By THE RT. HON. C. D. HOWE, Minister of Reconstruction and Supply

IT is a pleasure for me to discuss briefly in this *Journal* my views on community planning activity in Canada.

A few months ago, Central Mortgage and Housing Corporation, which is responsible for virtually every Dominion Government operation in housing and community planning fields, was transferred to the Department of Reconstruction and Supply. As a result, I am vitally interested in the progress of planning throughout the Dominion.

Community planning, as I understand it, is the science which deals with the proper use of land on a regional and community basis. Its purpose is to assure Canadian families, individually and collectively, of the full benefits from natural resources and technological progress.

To-day, both urban and rural aspects have assumed a tremendous importance. We know from the Census that half a century ago twice as many Canadians lived in rural areas as in cities and towns; now the picture is reversed with the majority living in the urban areas.

This shift in population was accelerated by the war. From 1940 to 1942 our larger cities grew three times as much as they did in the previous decade. The army of industrial workers in the cities and towns increased by about 50 per cent., while the productive capacity of the factories and works in our communities was correspondingly raised. Although it may be considered abnormal, this growth has had and will continue to have a tremendous effect on our future community well-being.

The great need for housing in the post-war period has resulted in the development of unplanned urban fringe areas and I do not need to enlarge on the problems that arise from the over extension of public services for such areas. The war has made necessary a deferment of local improvements to the point where a substantial backlog of work has to be done. The reconstruction period, in which we are bound to undertake these improvements on a large scale, provides an opportunity to enhance the efficiency of this part of the national plan, an opportunity which may not be offered again.

We are morally pledged to maintain in this country high and stable levels of employment and income. As a result, the various governments plan to undertake many kinds of developmental works to begin when they will be most effective in maintaining national objectives. Many of these developments, not only public buildings, but also utilities, harbour works and roads, will materially affect the physical shape of our communities.

The National Housing Act, 1944, provides for long term financing at reduced interest rates in those municipalities which have community planning and adequate zoning regulations. Long terms and reduced interest can only apply to planned communities for two reasons: (a) a community which is properly planned offers better living conditions for the inhabitants and (b) it provides a reasonable assurance of protection for the investment of private and public funds. It is therefore most advantageous to all concerned for municipalities to prepare community plans.

In 1943 a survey was made to determine the extent of community planning in Canada. Only 100 replies were received to 400 questionnaires that were sent to cities and towns and these replies showed that not one city or town had adopted an official community plan. Only a few were doing much about it.

Since the survey was made much greater interest in the subject is evident and it is possible that now the situation is much better. But I have reason to believe that even to-day only a few municipalities have legally adopted official master plans. I know there are many obstacles. I also know that the professional organizations have been active as is evidenced by the contents of this *Journal*.

Then why is there not greater activity in planning?

In an attempt to find the answer to this important question, a conference on community planning was held in Ottawa last June by Central Mortgage and Housing Corporation. Many of you have undoubtedly heard of this conference, since it was attended by representatives of the Royal Architectural Institute of Canada. There were also representatives from other professional bodies, social and labour groups and the provincial and Dominion governments.

I had the honour of opening this conference and was impressed by the unanimous agreement of the delegates as to the prime need in arousing interest in community planning. In their opinion, some method of presenting the average Canadian with information which would enable him to understand the basic principles and benefits of sound planning was of paramount importance. As a result the Community Planning Association of Canada was formed. Membership in this organization is open to all who are interested and it is hoped that provincial and municipal branches will be formed. The chief objective is to distribute non-technical information on community planning to the greatest number of people.

Community planning is primarily a provincial responsibility since it comes within the sphere of provincial jurisdiction. The Dominion Government can offer advisory services and basic information as it has done in the past but legislation enabling communities to carry out their plans can only be provided by the provincial governments. It is the responsibility of the municipalities to prepare plans and make provision for their execution.

It should be remembered that no matter how good the legislation and other aids provided by the provinces or how sincere and active the municipal officials may be, it will be impossible to achieve community planning unless the people desire it and the technical and professional groups are ready and qualified to prepare the plans.

Architects therefore have, in my opinion, a great responsibility in the future advancement of community planning. By training they are properly prepared to assist in making plans; they are also in a position to take an active part, each in his own locality, in the formation of branches of the Community Planning Association of Canada and, in accordance with the objectives of the association, assist in providing the public with the best community planning information.

The success of the Community Planning Association of Canada and the entire community planning scheme rests in the hands of architects and other professional organizations as well as social and labour groups. Public discussion and understanding of community planning in every city and town from Victoria to Halifax is essential if these promising plans are to exercise their effects over the years. The architect has a definite responsibility in this respect.

I realize that difficulties will be encountered but I am confident that through co-operative effort in the years ahead, Canada will measure up to this situation as worthily as she has met challenging situations in the past.

## THE NATIONAL CAPITAL

Population trends indicate that the National Capital will have close to half a million inhabitants by the end of the present century. To plan the Capital of the future, the government retained the services of Jacques Greber, internationally noted town planner. The master plan for the 900 square mile National Capital Region on which Mr. Greber and his Canadian assistants have been working for more than two years, will be presented to the National Capital Planning Committee by the end of 1948.

The sketch map shows the Ottawa and Hull of the future, with the built up regions divided into community areas, each with neighbourhood centres, schools, playgrounds, churches, and shopping centres, etc. Space is provided for government, municipal and business and industrial requirements, and for the national institutions located in the capital of the Dominion. While some of the proposed work is urgently needed, most of it will take place gradually as circumstances permit over the next fifty years.



## ce qui se fait à montréal

C'est en avril 1941 qu'une loi provinciale permit à la Ville de Montréal d'établir un Service d'Urbanisme et de lui adjoindre un comité consultatif. En mai suivant, le Conseil municipal adopta le règlement no 1682, qui a créé ce nouveau service et en a déterminé les attributions. Peu après, la division de l'Inspection des Bâtiments lui fut ajoutée. Ainsi, tout ce qui touche la construction et l'application des règlements de zonage était réuni sous la même direction que celle du plan directeur. L'Urbanisme repose donc maintenant sur une base permanente à Montréal; il est établi sur le même pied que les autres services municipaux et comme eux, relève du Comité exécutif.

Le directeur exerce des pouvoirs de recommandation et de revision. L'exécution des projets, une fois adoptés par l'autorité compétente, relèvent des services concernés, et particulièrement de celui des Travaux Publics. L'Urbanisme, à l'occasion, confie à d'autres services la poursuite d'études et de recherches nécessaires à la préparation de ses projets.

Il convient de signaler également que ce service bénéficie, en plus de la collaboration des autres services municipaux, de celle d'organismes tels que l'Office d'Initiative Economique et Touristique, la Commission Métropolitaine de Montréal, la Voirie provinciale, les compagnies d'utilités publiques et de transport, les associations professionnelles d'ingénieurs et d'architectes, et tout particulièrement, le Conseil Economique Métropolitain. Ce dernier, créé à l'initiative de la Chambre de Commerce et du Board of Trade, a formé des comités, dont les directeurs des services municipaux d'Urbanisme et des Travaux Publics sont membres d'office, pour l'étude de problèmes tels que le métropolitain, les ponts, le marché central, le centre de concerts, etc.

Le Service d'Urbanisme soumet à l'Administration des recommandations et des projets de règlements sur diverses questions. Mentionnons en particulier:

- les servitudes d'occupation du sol et les lignes de construction;
- les servitudes de visibilité le long des voies de communication;
- les servitudes historiques, esthétiques ou autres;
- la construction, modification et réparation de bâtiments;
- les lotissements et redistribution des espaces lotis;
- les projets relatifs à la démolition des taudis et à la construction d'habitations salubres;
- l'établissement des parcs, jardins publics, places marchées, parcs de stationnement, terrains de jeux et plages;
- le classement des établissements et des bâtiments industriels, commerciaux et domiciliaires;
- l'affichage;
- la plantation et la protection des arbres;
- le nom des voies publiques.

Signalons que, dans le cas d'expropriations, le directeur recommande de répartir, selon le mode qu'il juge équitable, les dépenses occasionnées par l'amélioration projetée. Il approuve les projets de cession ou de vente des immeubles appartenant à la Ville et les projets de lotissement ou de redistribution des espaces lotis, avant que la municipalité ne puisse les approuver.

Enfin, le directeur fait dresser des projets d'aménagement régional dans l'île de Montréal et les soumet à la Commission Métropolitaine ou aux municipalités concernées, après leur approbation par l'Administration de la ville de Montréal.

# le service d'urbanisme de la ville de montréal

## Attributions du service

Le règlement no 1682 détermine le rôle du Service d'Urbanisme, qui consiste principalement à établir un plan directeur comportant:

1. le réseau des voies de communications;
2. les espaces libres et les réserves boisées pour l'établissement de parcs, de jardins publics, de places, de marchés, de terrains de jeux, de plages, de parcs de stationnement;
3. les emplacements destinés aux monuments et aux édifices publics, et les sites naturels, historiques ou artistiques;
4. les zones et les emplacements dont l'occupation est réservée à l'industrie, aux services publics, au commerce, à l'habitation, etc.

## Organisation du Service

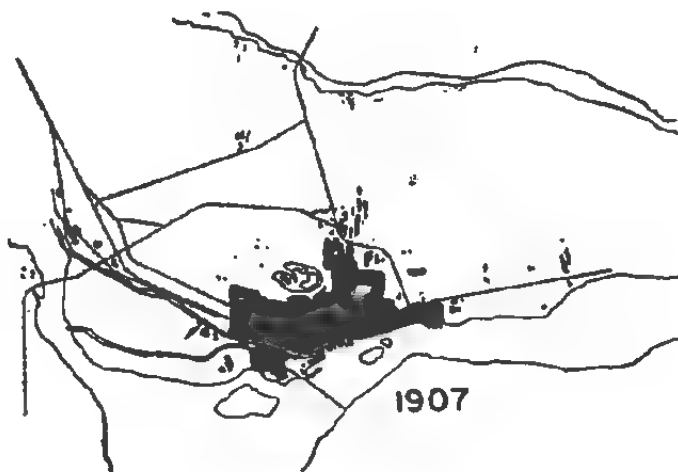
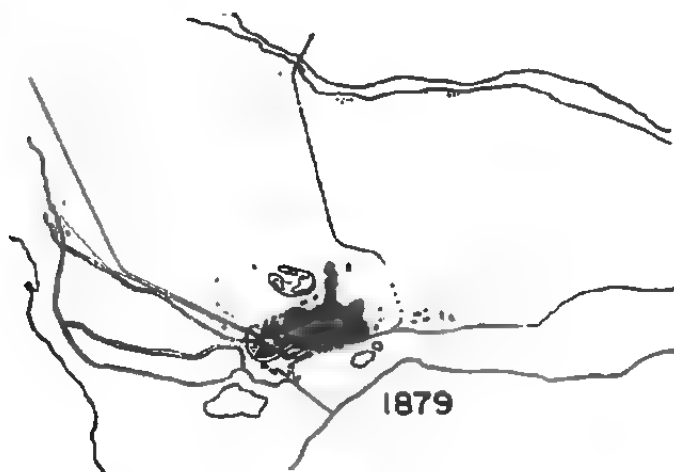
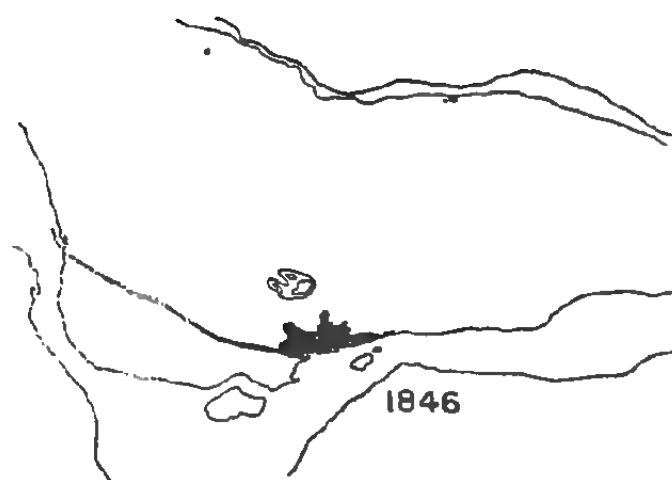
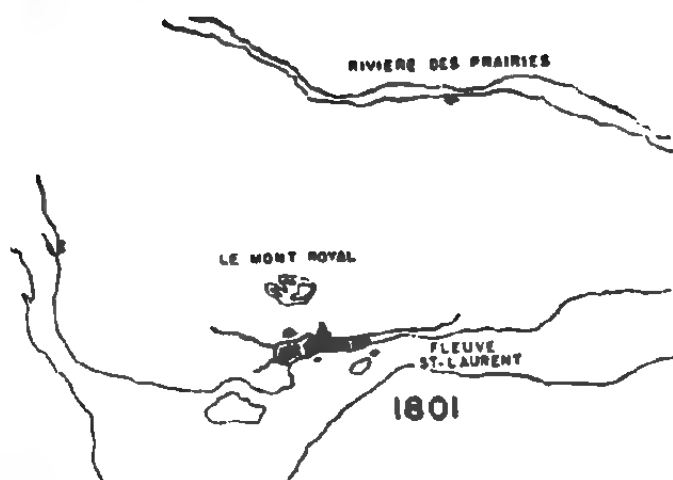
La Commission d'Urbanisme, qui est un comité consultatif attaché au Service, est composé de douze conseillers municipaux, des directeurs des Services d'Urbanisme et des Travaux Publics, de même que de l'ingénieur sanitaire du Service de Santé.

Le Service d'Urbanisme lui-même est divisé en trois parties: la première voit à l'administration générale, la seconde s'occupe du plan directeur et du travail technique relatif au dossier urbain, tandis que la troisième partie, la division de l'Inspection des Bâtiments, applique les règlements de construction, de zonage et d'occupation.

Les membres du personnel de la section de l'Administration générale sont au nombre de sept. L'Inspection des Bâtiments est dirigée par un surintendant et partage ses activités entre trois groupes: administration et permis d'occupation; construction et réparation; inspection des chaudières à vapeur et prévention de la fumée. Son personnel comprend 35 employés, dont 4 architectes et 2 ingénieurs. La section la plus importante est sans

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N.D.L.R.—Cet article a été écrit, sur notre demande, par le Service d'Urbanisme de la Ville de Montréal. Les clichés qui illustrent l'article sont également une courtoisie de ce Service.

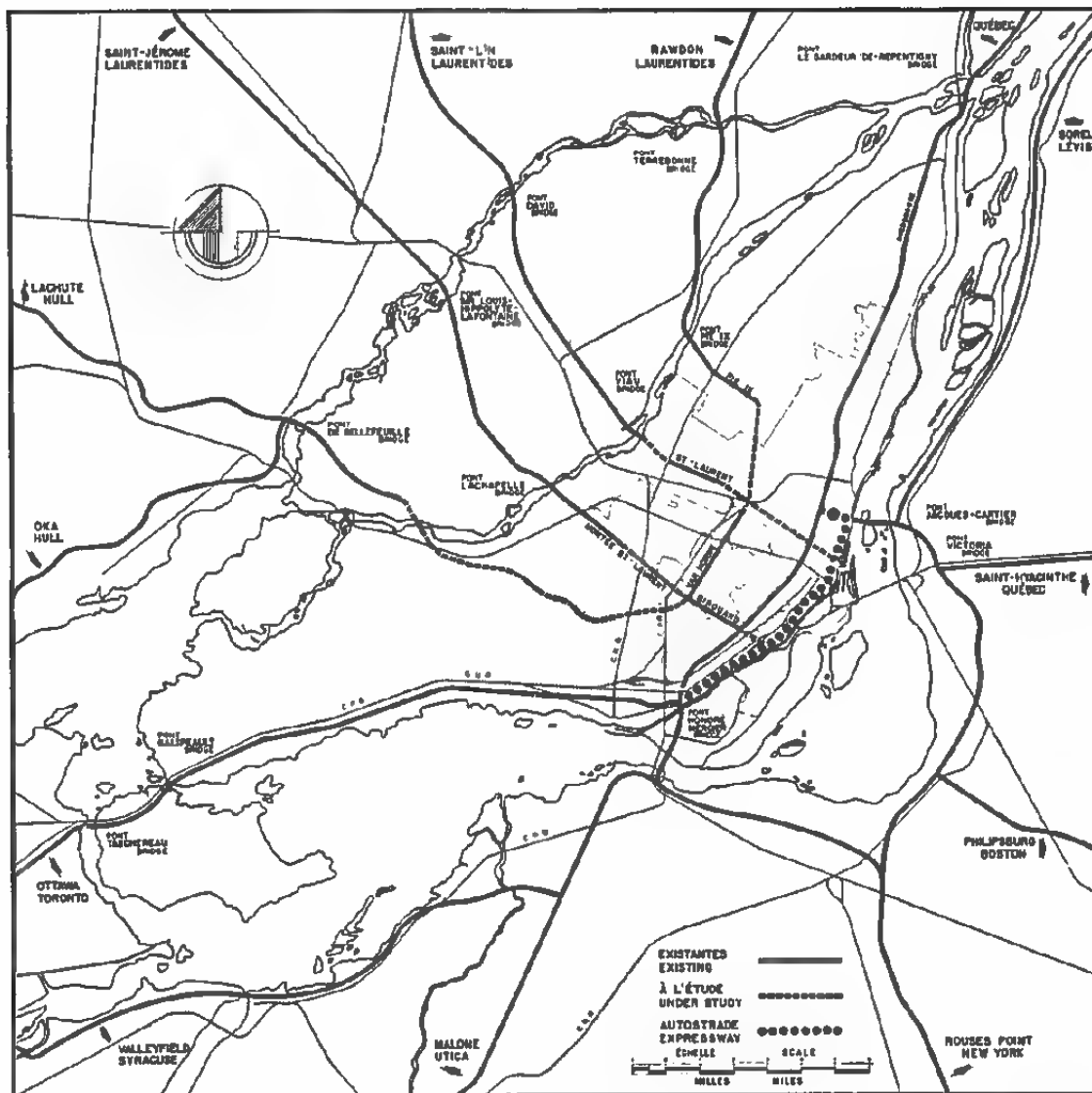


Evolution de la surface bâtie à Montréal de 1801 à 1935.

(Communiqué par le Service Municipal d'Urbanisme.)

**voies  
de  
pénétration  
de la  
région  
montréalaise**

**service  
d'urbanisme  
ville de  
montréal  
janvier 1948**



aucun doute celle du Plan directeur. Elle comprend 20 employés, dont 5 ingénieurs et l'architecte, distribués en quatre groupes: recherches et enquêtes (emploi du sol, habitation et zonage, circulation); dossier urbain et dessin; problèmes courants; aménagement général.

Le Service d'Urbanisme, réalisant l'ampleur du travail à accomplir s'est assuré l'aide de cinq consultants renommés: MM. Jacques Gréber, urbaniste-conseil de Paris, que le Gouvernement fédéral a chargé de l'aménagement de la capitale nationale; Lawrence M. Orton, commissaire de la *City Planning Commission* de New York, l'un des premiers collaborateurs de Robert Moses, le célèbre commissaire des parcs de la ville de New York; John T. Gibala, ingénieur de la division de la circulation du Service de la Police de New York; Percy E. Nobbs, architecte et spécialiste de l'habitation.

Le travail relatif au plan directeur s'accomplit de la façon suivante. Les données de base sont recueillies et analysées d'une façon continue par le groupe des enquêtes et recherches, puis compilées et mises en plan par le groupe du dossier urbain. Le Service d'Urbanisme

possède actuellement une documentation des plus complètes, y compris la photographie aérienne de la ville et de ses environs. Divers plans préliminaires sont ensuite préparés sous les principaux chapitres suivants: transport et circulation, espaces libres, utilisation du sol, aménagements locaux et territoires d'intérêt général. Certains projets particuliers sont enfin étudiés à fonds, et leur coordination est faite par le groupe s'occupant de l'aménagement du territoire.

En plus de développer les différents aspects du plan directeur, le Service d'Urbanisme doit résoudre beaucoup de questions administratives, telles que le contrôle des subdivisions, l'approbation des ventes de terrains du domaine privé de la Ville, l'ouverture et la fermeture des rues et ruelles, etc., etc. Toutes ces questions sont examinées en fonction des éléments du plan directeur. En effet, elles doivent être décidées de façon à faciliter la réalisation des projets à long terme. Ces questions sont nombreuses et absorbent une grande partie de l'activité des différentes sections du Service et particu-

lièrement du groupe des affaires courantes. Elles ont cependant l'avantage de faire mieux connaître les besoins immédiats et d'assurer un acheminement plus logique du plan directeur vers l'urbanisation rationnelle de la ville.

Voici, en résumé, le travail à court terme réalisé par le Service depuis mai 1941—32,200 permis de construire, représentant une valeur de plus de 200 millions de dollars; 16,000 permis d'occupation; 7,500 examens de propositions d'achat de terrains du domaine privé de la Ville; 60 homologations de voies publiques, et environ 70 parcs créés. Il faut ajouter à cette nomenclature plusieurs études relatives au problème de l'habitation et un nombre considérable de rapports d'ordre technique ou administratif.

### **réalisation**

#### *Plan d'ensemble*

Au cours des dernières années, le Service d'Urbanisme a fait un grand pas vers l'élaboration définitive d'un plan directeur, répondant aux besoins de la ville et aux tendances de son développement, tant au point de vue de communications, des espaces libres, que des zones destinées à l'industrie, au commerce et à l'habitation.

En novembre 1944, le Service d'Urbanisme présentait à l'Administration un rapport intitulé "Urbanisation de Montréal", une esquisse préliminaire du plan directeur, résultant de la réunion, sur un même plan, de toutes les études faites à cette date. Cette esquisse était conçue avec assez de souplesse pour que viennent s'y intégrer toutes les recherches subséquentes sur l'aménagement de la ville.

Depuis, le Service d'Urbanisme a dirigé ses études et ses travaux vers l'analyse des divers projets signalés dans le plan directeur préliminaire. Plusieurs sections de la première esquisse ont été précisées depuis, et des solutions concrètes ont été apportées aux problèmes concernés.

Les territoires non encore développés, à la périphérie de la ville, ont nécessité une étude détaillée au point de vue de leur orientation et de leur développement. C'est surtout le district en bordure de la Rivière des Prairies, où la construction est intense, qui a fait l'objet de recherches dans ce domaine. Les aménagements proposés tiennent compte du groupement naturel en unités de voisinage (neighborhood units), pourvus de tous les éléments essentiels que requiert l'urbanisme moderne: lots de grandes dimensions, espaces libres, isolement de la circulation rapide, implantation des édifices, etc.

Le Service d'Urbanisme n'a pas négligé l'esthétique urbaine dans l'élaboration du plan directeur. Aussi a-t-il confié à l'un de ses consultants, M. Jacques Gréber, l'étude du développement et de l'aménagement du centre administratif et du site de la rue de Montigny, et également l'amélioration du square Dominion, en relation avec le district des gares, des hôtels et des affaires en général. M. Gréber est à compléter ces projets dans le cadre du plan directeur.

Enfin, il faut signaler que, dans une métropole comme Montréal, l'on ne peut ignorer l'influence de toute la région métropolitaine sur les problèmes locaux d'urbanisme. C'est pourquoi le plan directeur de Montréal est analysé en fonction du plan régional.

### *Circulation*

La circulation, l'un des principaux éléments du plan directeur, a reçu une attention toute spéciale de la part du Service d'Urbanisme. En effet il a organisé des comptages dans le centre de la ville surtout. Ces enquêtes ont démontré que la plupart des rues y sont utilisées au delà de la capacité recommandable. Elles ont permis en particulier de dresser un plan des endroits de congestionnement, déterminant les améliorations requises et leur urgence. Il a résulté de ces comptages qu'il est nécessaire de réduire l'encombrement du centre par l'élargissement des grandes artères, l'étagement de certaines intersections, la construction d'autostrades, et par des mesures de police appropriées.

A la suite des comptages, des recommandations ont été faites pour l'homologation de quelques grandes artères du centre, qui font partie des grands circuits de circulation indiqués sur le plan directeur préliminaire. Le pouvoir d'homologation dont dispose la Ville lui permet de réserver les terrains requis pour la réalisation des voies projetées. Ainsi, au fur et à mesure que les études déterminent le tracé d'une artère, ce tracé est homologué. Cette procédure assure la cristallisation et la réalisation progressive du plan directeur.

Les résultats des enquêtes de circulation ont donné lieu à deux rapports intitulés "Etudes de Circulation 1945" et "Etudes de Circulation 1946—Un programme". Dans ce dernier rapport, le Service a dressé une liste des améliorations les plus urgentes par ordre de priorité. Cette liste apparaît également aux dépenses capitales du budget annuel. Les principaux projets d'élargissements des artères principales sont actuellement devant le Conseil municipal, qui en a déjà adopté quelques-uns.

Des enquêtes spéciales ont été effectuées au cours de 1946 sur le stationnement dans la partie centrale de la ville. Les données obtenues ont permis de déterminer un plan des emplacements de stationnement requis dans le centre. Des mesures concrètes ont été préconisées à ce sujet dans un rapport publié en 1947 et intitulé "Etudes de Stationnement". Parmi les principales recommandations, contenues dans ce rapport, il convient de signaler l'acquisition par la ville de terrains propres au stationnement et la construction de deux garages souterrains l'un au Champ de Mars et l'autre au square Dominion.

En 1947, le Service complétait l'étude d'un projet d'autostrade est-ouest et publiait un rapport préliminaire sur cette question. Le tracé, conçu suivant les données les plus modernes a été choisi de façon à aider un décongestionnement du centre tout en facilitant l'accès vers les routes provinciales de l'est et de l'ouest de l'île. (Voir les illustrations ci-jointes.)

Au sujet des transports, il convient de signaler qu'un comité de la Commission d'Urbanisme a fait l'étude d'un projet de métropolitain, soumis par la Compagnie des Tramways de Montréal à la demande du Conseil Economique Métropolitain, et l'approuvait en principe au cours de 1946.

### *Zonage*

Le Service d'Urbanisme effectue depuis quelque temps un relevé des bâtiments à travers la ville, en vue

de déterminer leur occupation et leur usage. Les résultats de cette enquête, compilés sur plans, servent de base à l'élaboration d'un code de zonage approprié aux besoins de la ville. Le Service a établi, au sujet des types d'occupation, un système qui, d'après ses consultants, pourrait servir d'exemple à bien des villes.

Tout en travaillant à la préparation d'un code général de zonage, le Service apporte, aux règlements existants, les modifications nécessitées par les développements en cours dans diverses régions de la ville.

Plus de la moitié du territoire est déjà complètement contrôlé par des règlements de zonage. Le service a mis à l'étude les quartiers périphériques, où la construction se poursuit activement. Un vaste district en bordure de la Rivière des Prairies sera bientôt protégé par un règlement longuement étudié par un comité interne du Service. Dans cette étude, on a tenu compte des unités de voisinage existantes ou à créer, et on a prévu les mesures de protection qui s'imposent pour assurer leur développement rationnel.

### *Parcs et loisirs*

Au début de 1945, une étude des parcs et terrains de jeux a été commencée en vue d'établir les éléments d'un système d'espaces libres, reliant entre eux ces parcs et terrains de jeux par des promenades, des rocades et des avenues-parcs. Le Service d'Urbanisme collabore avec le Service des Travaux Publics, de qui relève l'administration des parcs et terrains de jeux, pour réserver, à travers le territoire urbain, les espaces libres requis pour répondre aux exigences sociales et techniques du plan directeur. C'est dans cet esprit qu'est préparée la liste des parcs proposés dans l'état des dépenses capitales des budgets annuels.

En août 1944, la Commission d'Urbanisme a créé, pour l'étude d'un projet de jardin zoologique et d'un aquarium, un comité composé de spécialistes en la matière. Le résultat des études et des recommandations de ce comité ont fait l'objet d'un rapport qui a été transmis à l'Administration à l'automne de 1947.

### *Habitation*

En 1944, le Service d'Urbanisme avait préparé une étude en vue d'utiliser les terrains du domaine privé de la Ville, pour fins d'habitation. Quand le retour de vétérans au pays accentua le problème du logement, et au moment où les autorités municipales décidèrent

d'accepter l'offre de Wartime Housing Limited d'établir 1500 maisons sur des terrains de la Ville, le Service d'urbanisme a pu déterminer l'emplacement de ces zones d'habitation en accord avec les données générales du plan directeur. Grâce également à la coopération offerte par le Service d'Urbanisme, Housing Enterprises of Canada a pu réaliser deux domaines d'habitation d'importance. Plusieurs autres grands projets d'habitation ont également été étudiés, mais leur réalisation en a été différée par les promoteurs.

Le Service d'Urbanisme a pris l'initiative d'assurer le développement de quelques îlots complets indiqués dans le plan directeur, suivant les données les plus modernes de l'urbanisme. Le Service a également poursuivi plusieurs études sur l'élimination des taudis, la commutation de taxes pour la petite propriété et l'habitation à bon marché. Le Service d'Urbanisme est représenté par son directeur sur le Comité que l'Administration a constitué en vue d'assurer la mise en pratique des récentes lois provinciales sur l'habitation.

Enfin, le Service d'Urbanisme a formé, au cours de 1943, un comité composé des représentants de la Corporation des Ingénieurs et de l'Association des Architectes de la province de Québec, de la Chambre de Construction de Montréal (Builders' Exchange), et de membres de son personnel, en vue de la préparation d'un nouveau Code du Bâtiment. Ce comité a siégé plus de trois ans et a finalement approuvé un projet de texte, qui est maintenant sous presse et sera présenté au Conseil municipal dès cette année. Ce code tient compte des exigences locales et des derniers développements de la technique dans le domaine de la construction; il sera l'un des plus modernes du genre.

### *Conclusion*

Ce court exposé ne décrit qu'à larges traits le travail accompli par le Service d'Urbanisme de Montréal. Il démontre, cependant, que le stage des réalisations s'amorce. On pourra bientôt évaluer à leur pleine valeur les activités poursuivies par le Service. Comme la ville elle-même, le plan directeur est essentiellement vivant; il doit sans cesse être modifié pour guider le développement urbain et continuer de diriger logiquement l'évolution de la ville, en utilisant tous les facteurs de progrès dans le meilleur intérêt de la collectivité.

## The Planning Board Reports to the Citizens

**T**ORONTO citizens are, of course, aware that Toronto has a Planning Board, set up in accordance with the provisions of The Planning Act, 1946, which became law on March 27th in that year. This Act gave the City Council power to apply to the Minister of Planning and Development to have the City declared a Planning Area under the Act and to appoint a permanent Planning Board to prepare an Official Plan for the future development of the City. The application was duly made and on September 16, 1946, the City Council appointed the following citizens as the permanent Planning Board: Mrs. H. L. Luffman, Messrs. C. J. Woolsey, J. P. Maher, E. W. Bickle, R. A. Stapells and Harry Addison. Mr. Maher is the Chairman and Mayor Saunders, who is a member ex officio, the Vice-Chairman. This Board is authorized to prepare a plan that not only cannot be changed without the Board's consent but, also, Council may not carry out any public work that is contrary to the plan except on a two-thirds vote of all the members of Council.

Toronto has had several planning boards and commissions before but they were only advisory and while they produced plans, there were no special provisions that would make it even reasonably certain that those plans would be carried out. Now it is different—the plans this Board makes are going to be carried out, and the Board therefore will welcome constructive criticism in order that the plans may as nearly as possible embody the requirements of all groups.

City planning is concerned with everything that relates to the health, comfort, convenience and general welfare of all the people who live in the City and that covers a lot of ground—such things as:

- The conditions under which people live,—
- Transportation facilities between where they live and where they work,—
- Opportunities for both indoor and outdoor recreation,—
- The appearance of the City's streets,—
- Parking lots,—
- Traffic safety,—

and many others must go into a city plan before it is complete.

The Planning Board has them all in hand and will, as times goes on and the details are worked out, publish other reports. In this, the first one, it is proposed to deal with the progress that is being made in what are perhaps the two most important, the protection and improvement of residential areas and traffic facilities that will make every residential area readily accessible from the areas in which citizens find their daily employment, and that means within 40 minutes door to door time. Conditions as they are at present, when it may take an hour or more to get to work in the morning or get home at night, are not good from any standpoint and certainly tend to make the home a less satisfactory place in which to live. Too much time that a man would prefer to spend with his family and in rest and healthful recreation is taken up by travelling.

Now, as to housing and residential matters, the Board is much concerned with the unsatisfactory nature of many

residential areas surrounding the heart of the City and quite apart from whether the term "slums" can be properly applied to them or not, is convinced:

1. That in their present condition they are not suitable places for Toronto citizens to live in and raise their families.
2. That simply tearing down the substandard houses and rebuilding on the same lots and streets won't provide a lasting cure.
3. That the thing to do is to demolish several whole blocks at a time and rebuild on an entirely new plan that will provide ample open space for recreation and make traffic stay on the main streets around the new development rather than go through the area in all directions as it does now.

As a test of this type of reconstruction of residential areas the Board has recommended the Regent Park Housing Project which was approved by the electors on January 1st this year. The proposal is to demolish all the buildings in the six blocks surrounded by Gerrard, River, Dundas and Parliament Streets, close all the streets and lanes that are now in the area and in that way provide a vacant building site of about 40 acres. Plans have been prepared for new buildings that will house 854 families instead of 765 as at present and at the same time leave over 30 acres available for recreation and other community purposes. If this project is successful, other areas will be similarly treated until all the sub-standard residential areas in the City have been improved.

In addition, studies are being made of simple changes that will turn a local residential area from just a group of straight traffic-carrying streets carrying traffic upon which people live because they have no other place to go, into a peaceful and attractive community. The two plans below show how this can be done.

And then there is the general gradual deterioration that is going on from day to day and week to week and year to year in practically all existing residential districts. As is generally known, the City may pass by-laws setting out the things that buildings and land in any district may be used for. Hundreds of these by-laws have been passed, establishing residential districts but, because these by-laws do not form part of a plan to divide the whole City into properly related residential, shopping, commercial and industrial districts, a plan based on a proper proportion of each of these uses, thousands of amendments have crept in that have let in factories and other uses that have brought with them traffic and noise and dirt and all the things that make a district less desirable for residential purposes.

The Planning Board proposes that all of these by-laws be repealed and that one new by-law be passed covering the whole City and establishing very definite boundaries between the places where people live and people work. As part of the official plan of the City, when this by-law is ready, as it is expected to be this year, meetings will be held all over the City to give every citizen an opportunity to suggest local alterations and changes that are desirable.

**THE HIGHWAY PLAN**

**LEGEND**

- EXISTING MAIN ROUTES
- PAVEMENT WIDENINGS
- STREET CARS REMOVED
- RAPID TRANSIT
- DUAL PURPOSE EXPRESSWAY
- PROPOSED NEW STREETS WITHIN CITY
- PROPOSED NEW STREETS OUTSIDE CITY
- CITY LIMITS
- MUNICIPALITY BOUNDARIES
- RAILWAYS

And now, as to traffic matters. The Planning Board has only been in existence for a few months but it has had the advantage of the work done by previous boards and so has been able to produce the first stages of an Official Plan for urgently necessary highway improvements. One great difficulty in the present situation is, of course, the fact that most of the main roads in the City have to carry a mixture of different classes of traffic which impede and hinder each other. Street cars delay automobiles and at times automobiles delay street cars and no one can get on. Recognizing this fact, the Board heartily approves the proposals to build subways for the rapid transit of the 75% of the citizens who use public transportation facilities. This program will bring about a very valuable separation of street cars from automobiles to the great advantage of both, and materially reduce the home-to-work travelling time.

The Planning Board has recommended other improvements that will carry on this policy of separation and not only speed up the safe movement of traffic but also help to syphon on to main roads the through traffic that is now finding its way through residential areas because of congestion.

If you look at a map of that part of the City south of St. Clair Avenue, you will see that while there is a north and south street every two or three hundred feet, east and west streets are few and far between and that apart from the waterfront there is no good east and west street south of St. Clair Avenue. The result of this is that very many people who work downtown and live to the northeast or northwest, when they are going home first go straight north and then turn east or west on one of the cross streets. This additional load on the north and south streets, which as a matter of fact are not sufficient to carry the people living to the north, coupled with the turning movement of the persons going east and west on cross streets, is responsible for many of the exasperating delays on central north-south routes. What is most needed is more high speed east-west routes passing through, or near the downtown area.

If you will look at the plan herewith, you will see what the Planning Board has recommended to provide for this very important cross town movement:

First, a new express highway along the waterfront that will take the place of Fleet Street for through traffic between the Don River and the Humber.

Second, a new express highway in the open cut that the T.T.C. proposes to construct for the Queen Street Rapid Transit Line.

Third, an express highway that will go up the Don Valley from Keating Street and then follow the Rosedale Valley and the Hydro line north of the C.P.R. to the Weston Road where it will connect with the new road to Barrie that is now being built by the Province.

These cross roads will remove the pressure on central north-south streets.

It will also be noted that central north-south movement suffers from the fact that because of Toronto University, Queen's Park, Rosedale and the barriers imposed by the Hill and the C.P.R., which stretch right across the City from the Weston Road to the Don, the only continuous thoroughfares between Bathurst Street and the Don are Yonge Street and the University Avenue-Road route. Both of these carry street cars and are not suitable for heavy through automobile traffic. To correct this situation, the Planning Board makes three proposals:

- (a) The construction of a highway in the Don Valley that will provide a high speed route between Keating Street and Mount Pleasant Road.
- (b) An extension of Clifton Road through Rosedale to provide a connection between Mount Pleasant Road and Jarvis Street with a subway under Bloor Street. The widening of the roadways on both Jarvis Street and Mount Pleasant Road is also to be undertaken to complete this improvement from the waterfront to the north City limit.
- (c) The improvement of Spadina Avenue and Spadina Road, including a tunnel under Davenport Road and the Hill at Casa Loma.

The Board feels that the construction of these six new first-class highways, three east and west and three north and south, and the removal of the street cars from Queen Street, Avenue Road and Yonge Street which will follow the construction of the rapid transit subways, will provide an effective answer to rush hour traffic congestion and do away with the exasperating delays now experienced at such places as Avenue Road and Davenport, the Poplar Plains Road subway, St. Clair and Yonge, and MacLennan Avenue Hill.

Other difficult intersections such as Bloor-Dundas, Eastern Avenue, Kingston Road and Queen Street will be improved by local adjustments. For instance, at Kingston Road and Queen Street eastbound traffic splits about 50-50 and the very great majority of that using Queen Street goes east of Woodbine Avenue. It is proposed to extend Keating Street to Woodbine Avenue as a by-pass route for this Queen Street traffic, thus reducing the traffic at Kingston Road and Queen Street by about half.

The Board also has in hand the parking problem. Obviously the automobile is an essential factor in present day social and business life but unless there is a place to leave your car when you are not actually running it, you simply can't use it. The question is, whose job is it to provide the parking space. With traffic increasing the way it is, there is no room for them on main streets and convenient space must be found for them elsewhere. In Pittsburgh and Philadelphia it has been recommended that a commission be set up to provide, own and operate on a paying basis all necessary parking lots and garages in the business area. This may be the answer, or it may be that merchants and groups of merchants should provide their own. But whatever it is, it is certain that permanent parking space must be provided by somebody. Not the kind of parking lots that we have in Toronto that will be there just so long as the land is not needed for a building which, when built, will only create further demands for parking. The whole parking question throughout the City is being given very close study as part of the Official Plan.

The Planning Board has only just started its work—many things remain to be done before it can be said that the whole plan of what Toronto ought to be in the future is completed. In addition to matters already noted, other phases are on the way such as the construction of subways in the place of level crossings and the elimination of all the unsightly and disfiguring poles from main highways.

In conclusion, please remember this—the Planning Board has been appointed to do a job for you, but it needs your help. It can't know everything and any suggestions or ideas that you may have will be given full and careful consideration if you will send them to the Secretary at the City Hall.

## INTRODUCTION



# VANCOUVER

## BRITISH COLUMBIA

**PLANNING COMES OF AGE—  
AFTER TWENTY-ONE YEARS  
OF SUCCESSFUL PIONEERING  
VANCOUVER REVISES ITS TOWN  
PLAN FOR FUTURE GROWTH**

**T**OWN Planning in Vancouver has just "come of age": After more than 21 years of planning progress under its first Town Plan, a revision, which will serve as a Master Plan for the guidance and direction of the city's growth during the next 20 to 25 years, is now about completed.

The original "Plan for the City of Vancouver", a volume of almost 400 pages, was published in 1930. The revised plan, which will be completely up to date, is being issued in separate reports upon the various elements or components of the Plan. When the revision is completed, it is anticipated that all the reports will be bound in a single volume.

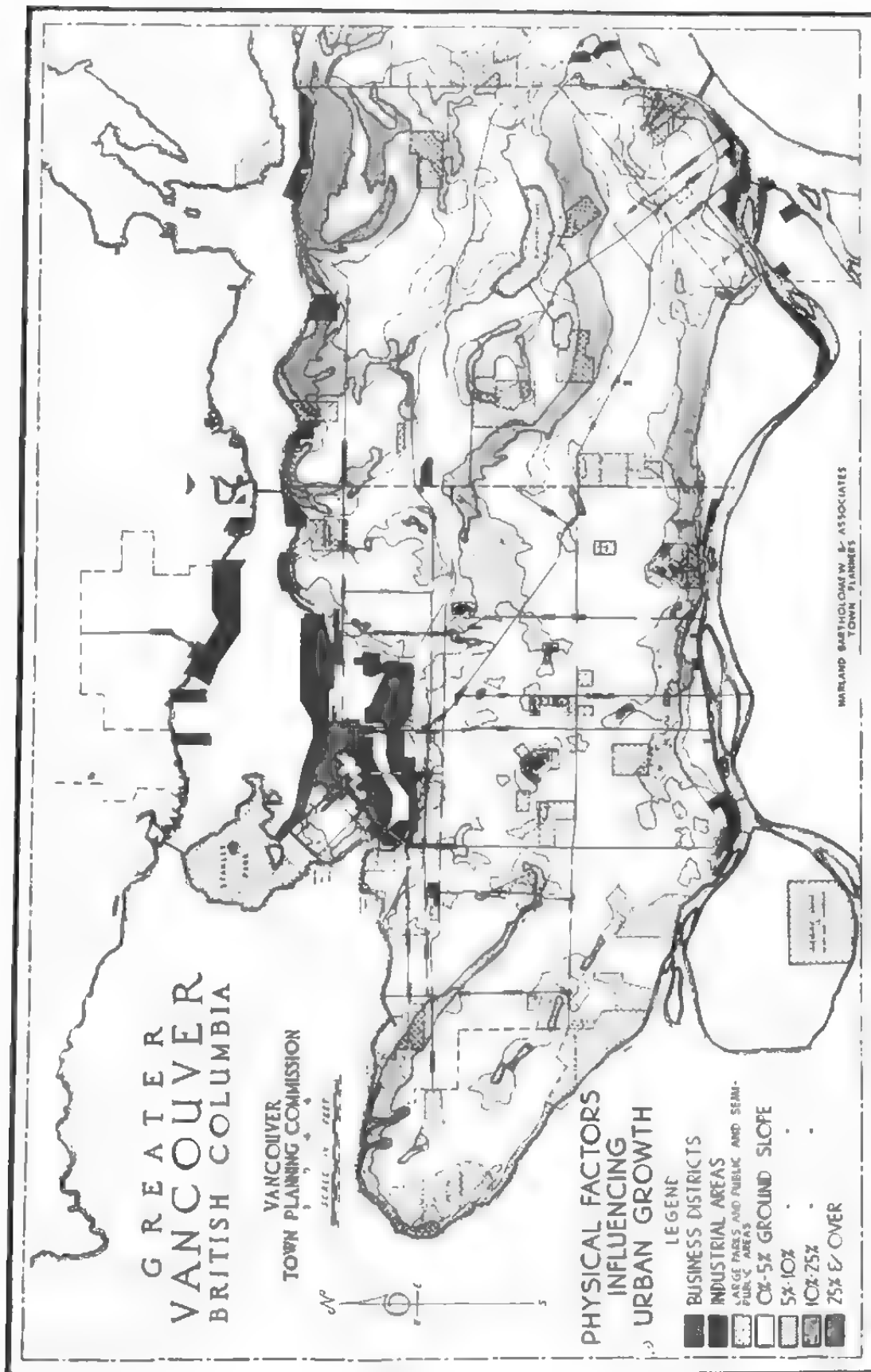
The 1930 Report has been Vancouver's Plan since its publication. In many cities wherein a Plan has been prepared, it has been officially adopted by the City Council but has been only partially carried out, and in some instances "pigeon-holed" entirely. Vancouver is somewhat unique in that its Plan has not been officially adopted but it has been faithfully followed, with but few exception, in the new projects and improvements that have been undertaken.

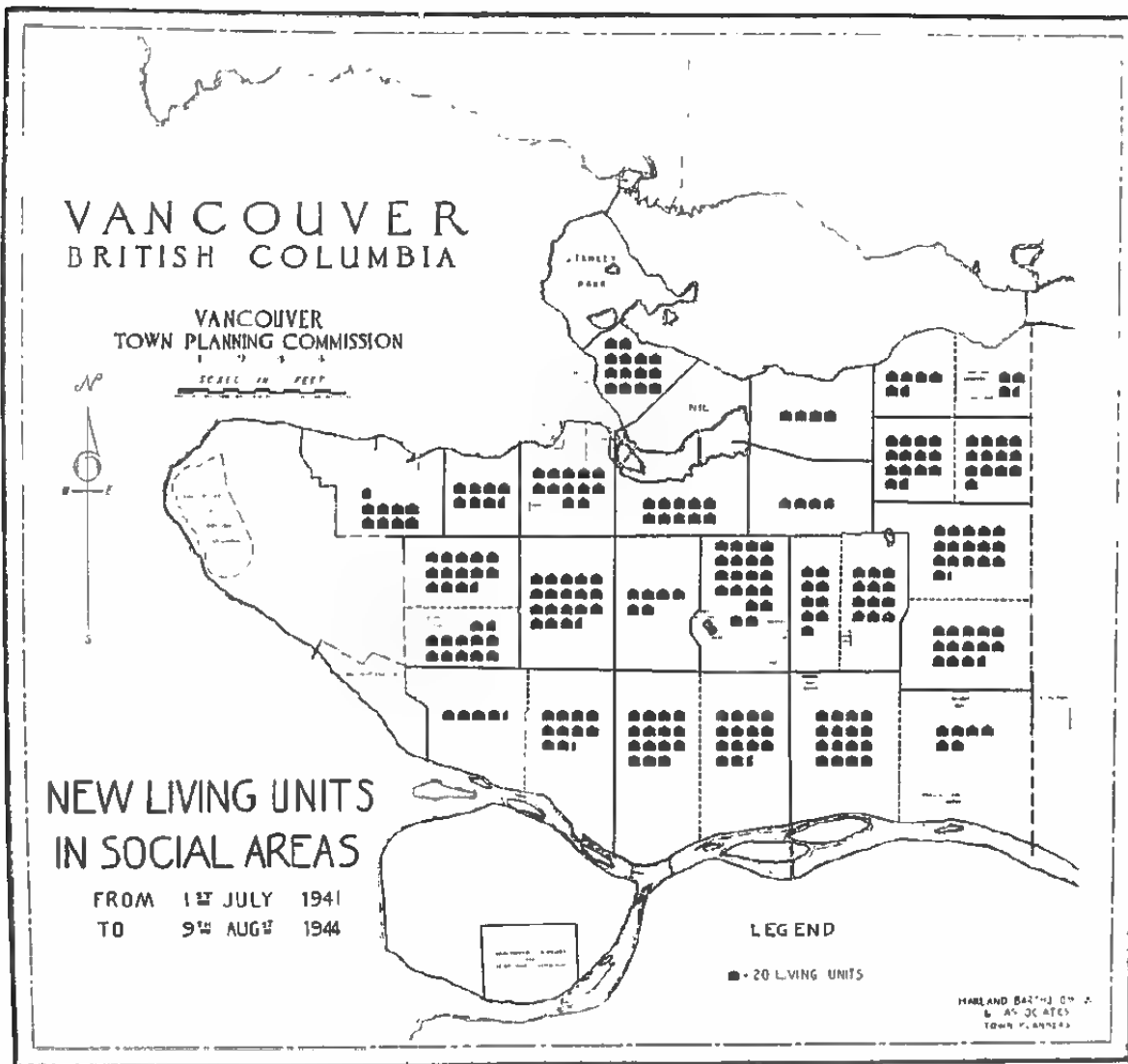
The period since it was published has provided an opportunity for critical review of the position the city has attained. Furthermore, in the light of changing conditions through intervening years and of improvement in planning technique, and in view of Vancouver's growth and expansion, the civic authorities decided upon its revision. It was felt that the time was propitious for this review as the many conflicting opinions and contentious ideas upon various problems would be clarified. It was deemed advisable that Vancouver should put its house in order so that it would be in an advantageous position to take its rightful place in the post-war world.

The new Plan deals with all the major problems with respect to the physical improvements now facing the city or which may confront the metropolitan area during the next two or three decades. It contains a co-ordinated general scheme for dealing with these problems in the manner that now appears most desirable. It is neither expected nor intended that the Plan shall be adhered to rigidly—it is designed to be somewhat flexible and for that reason certain minor adjustments and revisions in the Plan may be necessary from time to time as conditions warrant, but the framework will be basic and enduring.

The elements of the newly revised plan are: Economic Background and Population Growth—Major Street Plan—Transit (Mass Transportation)—The Downtown Business District—The Grouping of Public Buildings (Civic Centre)—Parks and Recreation, including Schools—Transportation: Harbours and Railways—A Metropolitan Airport Plan—Zoning—Decentralization and Regional Planning—The Appearance of the City—Administration of the Plan.

**By**  
**J. ALEXANDER WALKER, B.A.Sc., C.E.**  
**Executive Engineer**  
**Vancouver Town Planning Commission**





The continuing collection of data by social areas, and comparison on the basis of social areas, will increase our understanding of the modern city, and will provide a sound basis for guiding its future development.

An analysis of these areas in Vancouver reveals that all sections of the city increased in population between 1931 and 1941, except two—the downtown business district and the area immediately to the east which has been developing industrially.

From all the studies and analyses that have been made, it is estimated that in the next 25 years, British Columbia will have a population of one and a half millions, Greater Vancouver about three-quarters, and the city itself about one-half million. Even though the Vancouver estimate may appear low, considering the rapid growth of the past, it represents a continued increase of about 20% each decade which is a rapid rate for any city having a population of 300,000 or more.

Considerable pains should be taken to assure, by adequate guidance, that there will be a desirable distri-

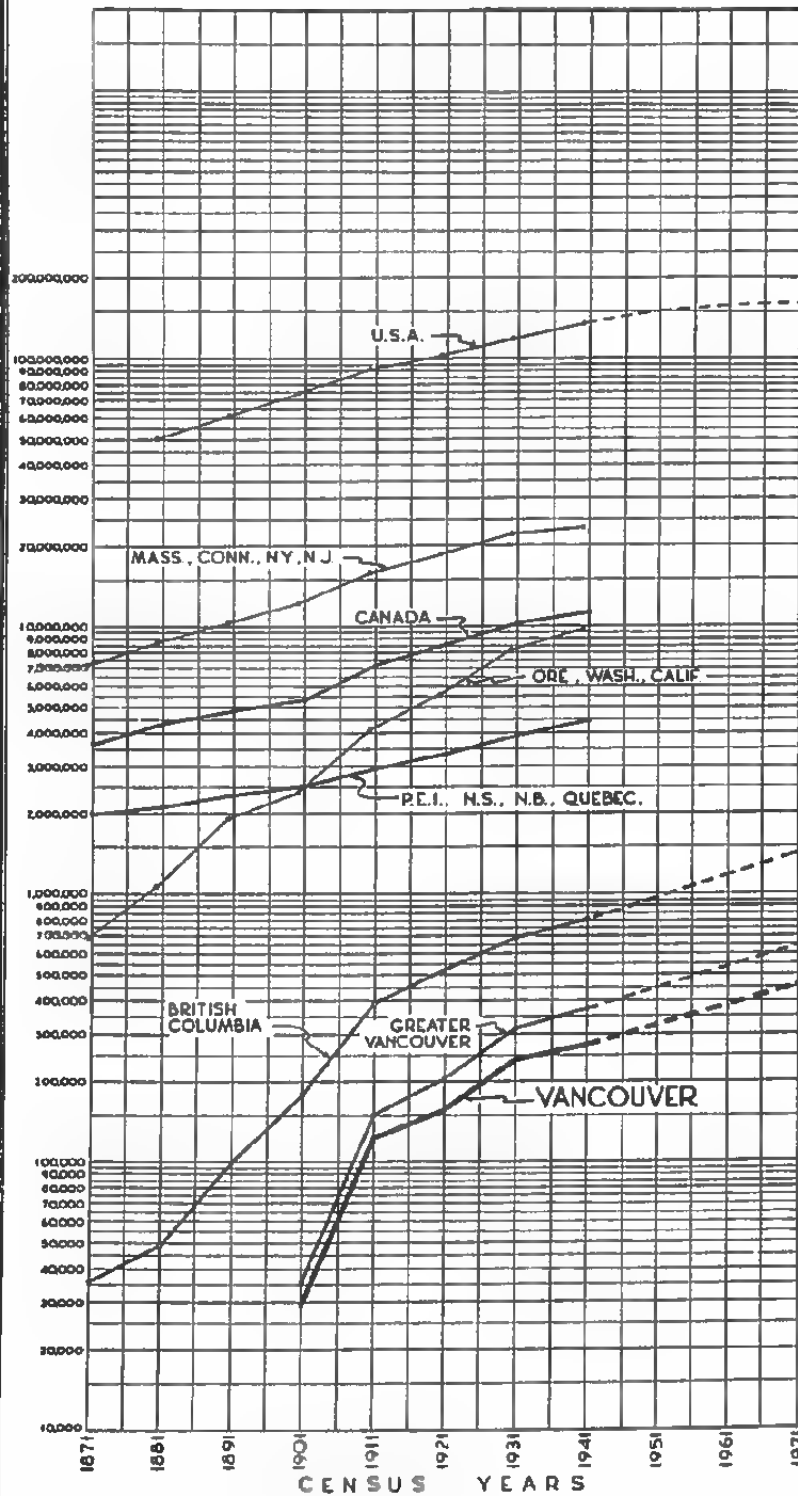
bution pattern of this future population. The desired density of population can readily be procured by reasonable zoning regulations. It is anticipated that in the area immediately west of the main business district in which six-storey apartments are permitted, there will be a density of about 80 persons per gross acre; in the other areas near the business section about 30; in the belt beyond that from 15 to 25, and in the outlying residential districts, from 8 to 14 persons per gross acre.

The report concludes by enumerating the methods to be employed to secure the desired population pattern. It states that there is no simple method but there are so many advantages which can and will accrue from this pattern, that every effort should be made to achieve it.

Among the more important present methods of achievement are:

Adherence to the recommendations outlined in the Town Plan relative to the physical improvements. As an incentive to home builders, there should be the gradual provision in all sections of the city of





P O P U L A T I O N

## POPULATION GROWTH

VANCOUVER  
TOWN PLANNING  
COMMISSION

1944

HARLAND BARTHOLOMEW  
& ASSOCIATES  
TOWN PLANNERS

# GREATER WINNIPEG, MANITOBA

By ERIC W. THRIFT (Director, Metropolitan Plan — Greater Winnipeg, Earl O. Mills, Consultant)

The much sought after and seldom achieved goal of establishing civic planning on the basis of an economic and social unit, rather than a political unit, has in large measure been accomplished in Greater Winnipeg.

The real beginning of the metropolitan planning idea was developed in 1943, when the Provincial Government of Manitoba, through its Post-War Reconstruction Committee, afforded encouraging support by inviting representatives from the various cities, towns, and municipalities of Greater Winnipeg to meet and discuss the merits of planning in comprehensive, co-operative manner. The success of the effort has produced co-operation of a nature that is found in too few places.

After meeting together and discussing the planning idea pro and con, the representatives of the several councils of the area agreed to commission and pay for the preparation of a plan and, therefore, formed the Metropolitan Planning Committee—Greater Winnipeg. Coincidentally, the Winnipeg City Council, a participant in the Metropolitan Planning Committee, appointed a Town Planning Commission. Further co-operation was obviously desirable for the sake of better planning and a more economical operation, so in July, 1944, a joint executive for the two bodies was founded, and made responsible for establishing the planning programme under the general approval of the two parent bodies. The organization chart, Plate 1, sketches the present organization, which it is anticipated will be improved in the establishment of a permanent metropolitan planning body.

It was recommended, and agreed, that the planning work should be founded on the concept of democratic

public understanding and participation, and further that a consultant of wide experience in the planning field should be sought to guide the preparation of a broad plan for the future development of Greater Winnipeg. As a result, Earl O. Mills of St. Louis, Missouri, currently president of the American Institute of Planners, was engaged in November, 1944. Under his direction, a programme for the preparation of a comprehensive metropolitan plan was outlined, and a planning staff established in January, 1945, to carry out the work. In the establishment of the staff a further principle was observed in the conscious effort to make the planning job one that belonged to the community. All the personnel are local people.

The consultant supported the belief of those responsible for organizing the work, that the broader the base of public understanding, and participation in planning, the greater were its possibilities of accomplishing real and lasting benefits for the community as a whole. This principle has motivated much of the action that has taken place to date.

To follow out this democratic idea, some 60 organized groups or bodies in Greater Winnipeg were asked to make suggestions about the basic principles and purposes, which it was felt should underlie the planning efforts, and many useful thoughts were forthcoming. Later the number of organizations was expanded to over 120, when they were requested to make nominations to some eight or more Citizen Advisory Committees, which were to be appointed to study and make recommendations on all of the various proposals prepared by the planning staff as parts of the broad planning programme.

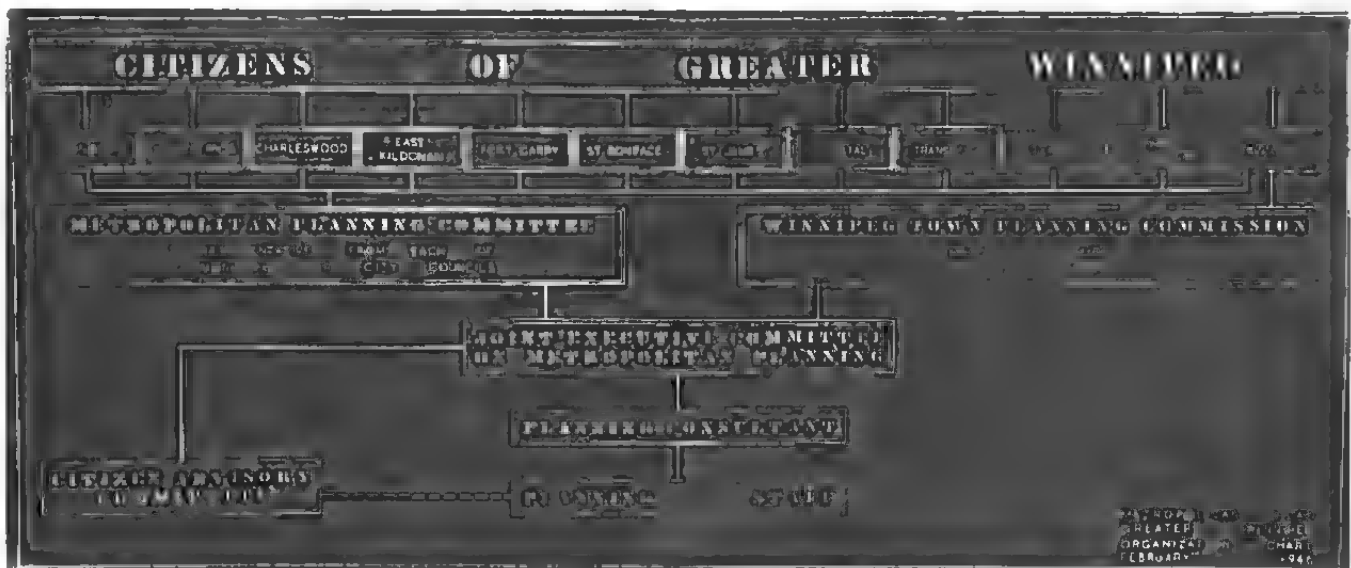


PLATE 1

These nominations have made it possible to appoint advisory committees of citizens from all walks of life who were versed in, or familiar with, the problems in hand.

The planning process, though a little involved at times because of the nature of the organization administering the planning work, and because of the desire to get as much valuable advice as possible, has functioned fairly smoothly since its inception. Initially the consultant outlined the planning programme in its various phases. These phases are detailed later. After the necessary studies have been made by the staff on a particular phase of the work, a proposal for the community's development in that field is prepared. Studies or proposals on other phases that may have been prepared before are kept in mind and due regard is given to co-ordination between these and the current study. After the proposal has been suitably recorded in map and report form, it is presented to the Citizen Advisory Committee appointed to deal with that subject.

Study by the Citizen Advisory Committee of a particular subject usually involves weekly meetings of the committee which may extend over a period of one to five months. Proposals are dissected and given the closest scrutiny and study, and out of these meetings come many suggestions for improvements. At least two of the staff, the director and secretary, and sometimes three, are present at these meetings to explain the proposals and their purposes and to hear and participate in the discussions.

After the particular proposal has been thoroughly reviewed by the Citizen Advisory Committee, it is then forwarded to the Joint Executive Committee with suggestions made by the Advisory Committee. Here again the scheme is scrutinized and the committee suggestions reviewed. Those that are accepted, are incorporated into the proposal, and it is sent on to the Metropolitan Planning Committee and to the Winnipeg Town Planning Commission for review, and final transmission to the municipal and city councils for tentative approval in principle. All such schemes remain tentative until all other phases of the programme have been sufficiently studied, so that there will be no conflict among them. Most of the elements of the comprehensive plan for the metropolitan area have received some measure of consideration.

It was felt at the outset of the work, that the conclusion of hostilities was not far off (later proven to be an accurate estimate), and that, therefore, as much information on all of the various elements should be gathered and organized as quickly as possible in order that the planning staff and the appointed bodies would be in the best possible position to study or consider problems arising out of the reopening of civilian activity in any

one phase, if developments made this necessary. While this has delayed the preparation and completion of schemes, it has proven useful in supplying a background of information and knowledge, which has made it possible to advise frequently on current problems in a prompt manner.

The first element dealing with physical development, which was studied, was that of a comprehensive thoroughfare system. Many study maps were prepared showing the existing condition and extent of the street system and other information, historical, statistical and the like was gathered. Studies were then made for a complete system of thoroughfares to link the whole area. The usual problems of poor connections, inaccessible areas, narrow streets used for thoroughfares, devious and complicated routes, and hazardous connection and street design were all found. Greater Winnipeg is, however, fortunate in having a framework of thoroughfares which, with a number of new connections and improvements, will form a natural system of radials leading out from the centre in every direction. This is so in spite of two meandering rivers and a complicated spider web of railway lines woven into the structure of the area. Some of these existing routes are adequate in width for any traffic volume that can be foreseen, while others are narrow and therefore congested, and will require widening action.

The tentative scheme has been studied and reviewed by the Citizen Advisory Committee on Streets, Traffic and Transit, the Joint Executive Committee, the Metropolitan Planning Committee, and the Winnipeg Town Planning Commission, and has been given tentative approval by the municipal councils of the area. Many city and municipally-held properties in the routes of new connections or improvements, are being retained or removed from sale lists in order to put the respective city or municipality in a better position to carry out the proposed works.

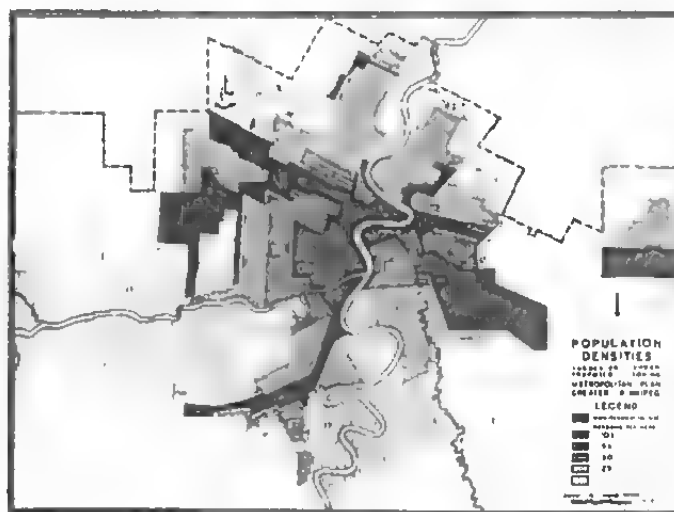


PLATE 2

A preliminary report containing detailed information on the existing street system, the location and development of proposed thoroughfares, recommendations for various types based on lane widths and pavement widths, the techniques necessary to bring about the necessary improvements, and a suggested set of regulations for the control of subdivision is being printed for limited distribution.

Concurrently with the thoroughfare studies, information on the background of the whole area was being gathered and organized. As a result, a report on the Background of Planning for Greater Winnipeg is ready for publication. This report gives much of the information necessary to establish a competent understanding of the nature of the area and the reasons for the form which its development took, together with information regarding the present status of the metropolitan community. There are sections dealing with physical and economic development, population growth, and the characteristics of the area, which have affected its present development.

A review of past planning efforts, the results which came out of them, and the causes for their unfortunate conclusion are outlined. The most important effort in the past occurred in the years 1911 to 1914, and only the intervention of World War I precluded the continuation of a permanent planning organization, which would have undoubtedly produced untold benefits for the whole of Greater Winnipeg. Its aims were broad and its purposes founded on the principles of sound urban development. Credit for much of the valuable work done, in spite of lack of funds because of the war, must go to Professor A. A. Sloughton, at that time the newly appointed head of the Department of Architecture at the University of Manitoba, and now Professor Emeritus. In spare hours and without remuneration, he produced ideas, many of which are to-day being confirmed by the present planning proposals.

With the proposed thoroughfare system as a basis, a study of the transit system has been made, and many of the existing conditions mapped for the first time. The planning staff have been most fortunate in these studies in having the close co-operation of the officials of the Transit Company in supplying information and in studying proposals.

Particular attention has been given to the areas and population served by the system, the nature of the service in these areas, the duplication or overlapping of service, and the co-ordination of transit routing with the thoroughfares. Since the Transit Company is embarking upon a programme of improvements to its system and equipment, it is hoped that the same co-operation, which exists, will be carried over into the execution of the proposed work. The transit proposals are currently being studied by the Citizen Committee on Streets, Traffic and Transit.

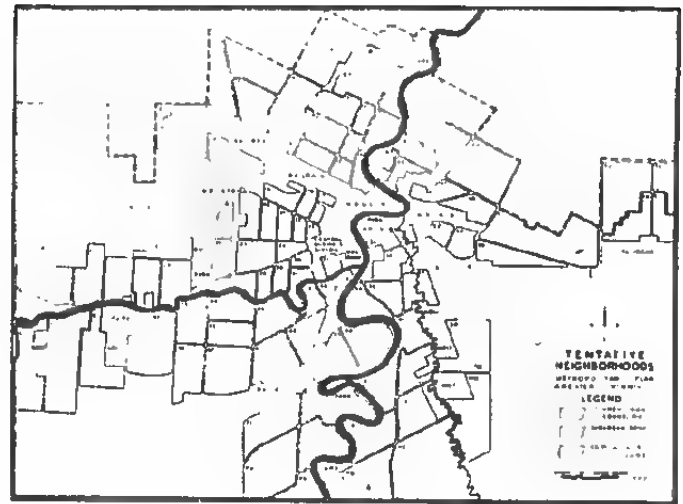


PLATE 3

Extensive study has been given to the whole transportation problem including railroads, airlines, bus lines and water transport. Greater Winnipeg, as has been mentioned, has its full share of railway tracks in almost every direction which, of course, presents difficult problems for other types of development. It is, therefore, proposed that improvement be made in the arrangement of some of the lines to obviate their unnecessarily detrimental effect. It is also hoped that the trend toward diesel or diesel-electric locomotion in urban areas will be speeded up. Winnipeg with two major and one minor freight classification yard, and two major shop and overhaul plants within its boundaries would heartily welcome such action. Major shops and overhaul facilities also occur in Transcona in the eastern part of Greater Winnipeg, and other yards occur in St. Boniface. Such a concentration of railway development is seldom found in one urban area, but the importance of the railways in the early development of the west, and the fact that both transcontinental routes funnel through the area, have probably accounted for the unduly heavy proportion of railway activity.

The development of Stevenson Airport has caused much discussion in recent months and one of the likely results will be the need for secondary fields because the small private flier will be crowded from the major field by commercial development. Proposals are, therefore, being developed for the location of secondary fields, accessible to good roads but off the major flight lines and beyond the operations area of the large airport.

Suggestions have also been prepared for the improvement of inter-urban bus routing through the area and a review made of the water transport situation.

All of these proposals have been reviewed by the Citizen Advisory Committee on Transportation.

At the present time, zoning for the whole area of Greater Winnipeg is being discussed publicly in all

sections. After several months spent in the preparation of maps and data showing the existing conditions in the fields controlled by modern zoning, a proposed district map was prepared and a by-law drafted. It was proposed that a correlated district map be used for the whole metropolitan area with a common by-law to establish the regulations in the various zones. Thus a common standard is proposed for all municipal units with obvious advantages.

The Citizen Advisory Committee on Zoning spent some five months studying the proposals and recommending revisions. The Winnipeg Town Planning Commission also devoted a great deal of time to the zoning and it was finally cleared through both the Metropolitan Planning Committee and the Winnipeg Town Planning Commission for transmission to the councils and the public for study. At present, it is being scrutinized by the public through the media of public meetings and discussions, copies of by-law and maps having been made available throughout the area. Suggestions are being invited from all who wish to make them.

This again is a characteristic feature of the planning work in Greater Winnipeg, wherein it is hoped to keep the public informed and to gain their active participation. Due consideration will be given to all ideas submitted in writing and appreciable value is expected of them.

A particular characteristic of the proposed zoning is the control of population density through the establishment of minimum lot areas per family allowed in the various zones. The accompanying map, Plate 2, shows the density which is expected in the various residential areas throughout Metropolitan Winnipeg as a result of future development under the proposed zoning.

One of the other phases which has received a great deal of study is the major one dealing with Schools, Recreation Areas and Parks, all of which are integrated into a proposed system of neighbourhoods and communities. Each neighbourhood would be served by an elementary school, and adequate playgrounds and parks.

Four neighbourhoods would be served by a junior high school and eight neighbourhoods by a senior high school with adequate playfields. The high school area is known as a community. Each of the school facilities would provide the centre for neighbourhood and community activities for all ages and groups.

It is the firm belief of those conducting the planning work that the people of the community are the key consideration. It is felt, therefore, that physical development should be predicated upon the citizen's understanding and appreciation of the community about him. In order then to bring to the average person some conception of a place in which he or she has some significant importance, it is proposed that the mass agglomeration of the metropolitan urban area be broken down into neighbourhood units of some 5,500 to 6,000 people. The accompanying map, Plate 3, sketches the tentative scheme which has been established for the neighbourhoods, and the relationship to the zoned areas for urban, suburban and agricultural development. This scheme has been integrated with thoroughfares, zoning and other phases.

These proposed neighbourhoods would be such that the average individual would be sufficiently familiar with his own neighbourhood and the people in it, to feel that he had some importance and responsibility in its maintenance and improvement. Adequate planning keyed to the citizen's understanding of the problems of his own area, will, it is hoped, provide a sound basis for the future of the community.

Other phases of the work which are receiving attention deal with public buildings, such as city hall, libraries, gallery and the like, housing, legislation problems, public improvements and their integration into municipal capital budgets, all of which cannot be discussed in any detail here. It is, however, anticipated that, while the work of preparing a broad scheme for the future of Metropolitan Winnipeg, is taking some time, the democratic basis of its concept will prove of great value in achieving the ends for which adequate planning is but a series of guide-posts.



# HALIFAX, NOVA SCOTIA

By HAROLD LAWSON

## Existing Conditions

During the war former Mayor Lloyd and other leading citizens of Halifax were much concerned about physical and social conditions then existing as well as probable post-war effects on the city and its people.

As a consequence, on December 20th, 1943, there was appointed the "Halifax Rehabilitation Committee", later renamed the "Civic Planning Commission". Ira P. Macnab, prominent engineer and public-spirited citizen was appointed Chairman of the Commission of twelve persons representing a wide variety of interests in that city. The writer was appointed technical planning consultant with George T. Bates local planning consultant and Executive Secretary.

One of the first acts of the Commission was to authorize the preparation of a Master Plan—not merely the plan illustrated herewith—but also other related work that must be done in advance and concurrently, such as, assembly and study of basic data, charts, tables and maps, and the *Master Plan Report*. We collected information from various sources on existing physical, social and economic conditions, which would be useful for Master Plan studies and for other later activities of the Commission not necessarily related to physical planning. As more than a year was spent in fact finding and preliminary studies there was ample opportunity to get well acquainted with the structure and functions of the city.

Everyone knows that the city of Halifax covers a small rocky peninsula surrounded by two arms of the sea. One of these is its famous harbour which leads through the Narrows to Bedford Basin and the other is the North West Arm. Its principal business derives from the port and varies with the seasons. When winter ice closes the St. Lawrence the port is active. In summer volume of maritime business diminishes.

Every war since 1812 has brought a boom to Halifax, only to be followed by a depression of greater or lesser degree. The last war capped them all. Its port became the base for Allied fleets and convoys and a gateway to Europe for vast numbers of the armed forces. Its business grew beyond bounds. Floating and permanent population increased, and the city became more overcrowded than ever. Contrary to expectations of some, Halifax is still overcrowded and under-housed, and there is relatively little unemployment though more than a year has passed since VJ Day. There are still 200 condemned buildings housing 400 families to prove that there is a shortage of dwellings.

Halifax needs replanning badly for the same reasons that many other Canadian and American cities need to be replanned. There are also some special reasons peculiar to Halifax, but we will refer only to one. This

city is unique in that 54% of the total area of the city is tax free. The accompanying plate "Black Plague" dramatizes this forcibly. It is true that parks, institutions, churches, and cemeteries are included, but there are nevertheless great areas devoted to the railways. His Majesty's Armed Forces, and other government agencies. Some of these blocks are not only large, but scattered. They are, therefore, obstacles in the path of normal development, and thus add another burden to the city. A reduction and rearrangement of some of these non-taxpaying areas would free land for local and more beneficial needs and add to the revenues of the city.

Much more might be related of conditions which handicap the city, but we must leave space for brief description of the Master Plan and some of the aims of the Commission.

## The Master Plan

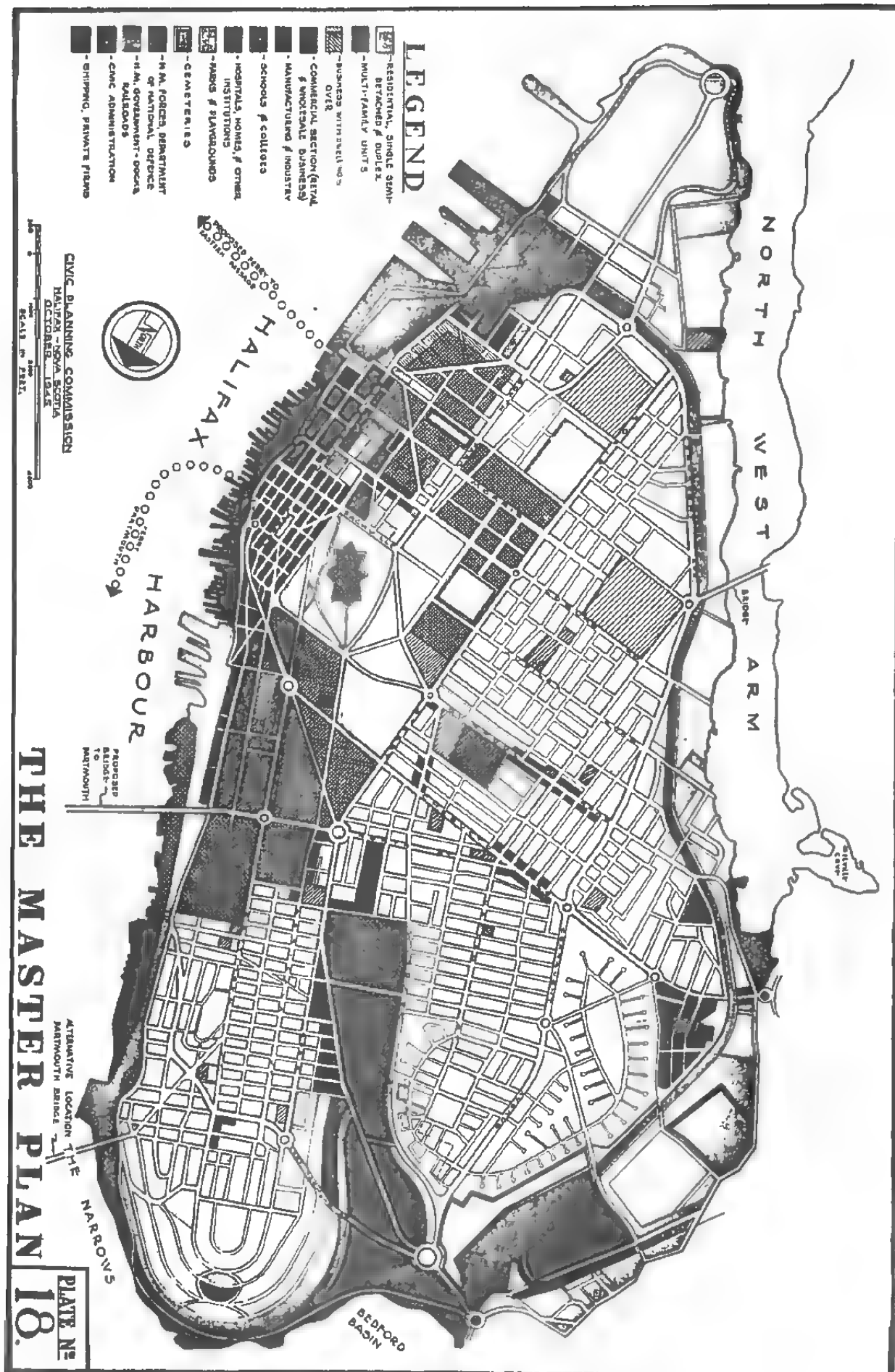
It was decided early by the Commission and consultants, that any Master Plan prepared for Halifax must be realistic, in scale with the size of the city, and within potential financial means of the population over a twenty-five year period. The Commission felt that an over-ambitious plan, whatever its merits, would defeat the very purpose for which it was intended. To be acceptable it would be necessary not only to plan for long term objectives, but to also concentrate on the most glaring defects and suggest immediate remedies not too costly.

The Master Plan of Halifax, is relatively modest in its recommendations and retains the existing pattern throughout all residential and most of the business and industrial areas. The Plan in its present stage merely outlines new and improved traffic arteries, use zones, and other features. It still requires much detailed study for all its elements.

## The Street System

Halifax, has inherited in the central business district a block layout that dates from its foundation in 1749. The original plan brought from England by Lord Cornwallis, provided for 35 small rectangular blocks with 55-foot wide streets. Its location on the side of the hill between the Citadel and the Harbour made half of the streets very steep, some with more than 18% grade. These narrow streets once adequate for horse-drawn vehicles must still serve for circulation of autos, trucks, street cars and pedestrians where there is most concentration of large and small retail stores, big office buildings and business establishments.

Property values in this old district between Barrington and Water Streets make street widening or other alteration beyond consideration but west of the Parade



two new streets have been planned to run diagonally through blighted blocks, one to Brunswick and Jacob, the other to Brunswick and Sackville Street.

The Master Plan and Commission recommendations include proposals for twenty new and improved thoroughfares. An important one is the proposal that a new elevated four lane highway start at grade near the Dartmouth Ferry Entrance on Water Street and continue on a five per cent. grade in a general north-westerly direction to Gottingen near Cunard Street, a distance of approximately 2,400 feet. This structure would not only serve to channel rapid in and out traffic from the waterfront and lower business district, but provide grade separations under it, north and south for two of Halifax's most important through streets. Under the structure, between cross streets, considerable usable space would yield revenue for maintenance and carrying charges. Cost of land acquisition in its path should not be excessive as the area is generally blighted and should be replanned and reconstructed in any event.

This elevated highway or viaduct is but one link in a chain of thoroughfares leading generally first north and west and finally completely around the city. All other newly planned or improved thoroughfares are at grade level and proportioned to suit probable future traffic requirements.

Bridges across the Harbour and North West Arm, connections with the Metropolitan area, bottlenecks and dangerous intersections have received some attention, but further detailed study must precede final recommendations for these and similar features and elements of the Plan.

### Zoning and Development

The Master Plan provides for the division of the entire city into Use Zones, such as, Business, Industrial, Residential, Institutional, and so forth. Definite boundaries and use consistency are still subject to further detailed study.

The business zones as laid down on the Master Plan are those areas now predominantly devoted to retail and wholesale trade, offices, financial institutions, theatres, hotels and other commercial establishments. There are also included such areas as indicate a trend towards business use, except where such expansion may encroach on adjoining established or planned residential districts.

The industrial districts of Halifax are in general marginal to the Harbour except for the Willow Park intrusion in the north and between Kempt Road and Windsor Streets. The Master Plan defines the limits to these existing industrial areas, and including new areas zoned, will provide a total of approximately 193 acres available for industrial use within the city limits.

The Master Plan contemplates no changes in the classification of districts now predominantly residential, except areas totalling about 360 acres, which by reason

of blight and adolescence should be replanned and redeveloped.

Detailed studies of prevailing housing conditions in these slum areas indicate an appalling degree of crowding in obsolescent building, many lacking the most elementary sanitary facilities. Although some of these slum areas border the Citadel and North Common, and are thus in the heart of the city, they contain many unpaved streets and no community facilities whatsoever.

The Commission recommends that these slums be cleared as soon as possible, and that the area be replanned and redeveloped as neighbourhood units for low and medium rental apartments. In view of the housing shortage these slums cannot be replaced with new buildings until accommodation is found for some of the population elsewhere. It also is obvious that this must be subsidized housing.

As there is not a great amount of land left within the city limits for future residential development it is recommended that the city prison and abattoir be moved to the country and provision made elsewhere for the inhabitants of a squatter settlement called Africville. Such action would release a considerable amount of land on the northern slope facing Bedford Basin, enough for approximately 700 families with necessary space for all community facilities.

There is in the Northwest section an undeveloped area of equal size which contains the old Halifax Airport and H.M.C.S. Penguin, both used by the government during the war and still so held. The release of these would also free sufficient land for two very desirable residential neighbourhood units, housing approximately 800 families.

The construction of the Ocean Terminals and the inability of private capital to provide facilities for modern shipping, in competition with Public Authority has impaired the usefulness of much of the historic Halifax waterfront. This area, which includes some 20 private wharfs in poor condition with a water frontage of about 5,000 feet, needs to be completely redeveloped. As everything else on the Harbour is publicly owned, it would be logical for the government to take over all private wharfs and develop modern shipping facilities.

Considerable study has been given to the subject of Parks and Playgrounds, and the Master Plan shows proposed locations in various sections where they are now lacking. It will not, however, be possible to prepare a comprehensive Parks and Playgrounds plan, until it is known how much land now used by His Majesty's Forces can be released or exchanged.

The Council of Halifax have accepted the Master Plan, but no steps have yet been taken to implement any of its recommendations. We are informed, however, that no developments will be permitted which conflict with the Master Plan. If we feel frustrated by lack of action so far, this promise at least may offer some measure of consolation.

# SAINT JOHN, NEW BRUNSWICK

By J. CAMPBELL MERRETT

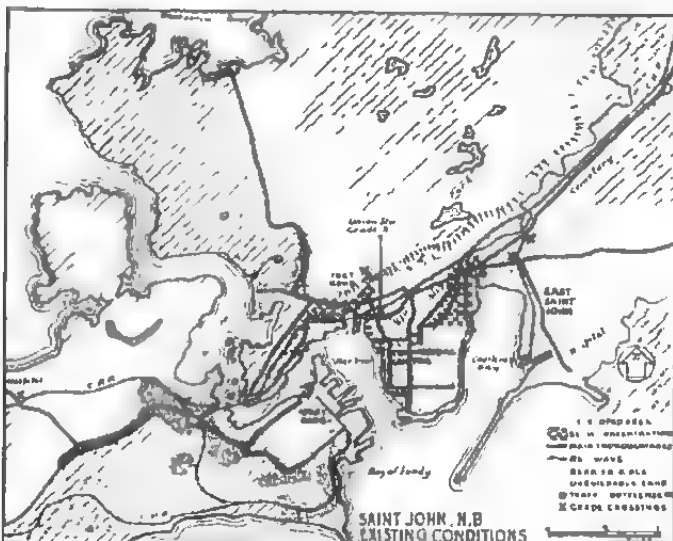
## Problems and Proposals:

The first incorporated city in Canada, Saint John presents planning problems different from those of younger, more rapidly expanding cities. While the principles of planning hold good, not all the commonly prescribed processes are applicable. Obstacles of unkind topography; the maze of long-established, badly entangled land use; the lack of worthy architecture and of a civic focal point combine to frustrate the planner. He finds little opportunity to apply standard techniques; no nucleus on which to hinge a pattern of redevelopment; nor any single dominating motive as a common denominator of the city's many physical problems.

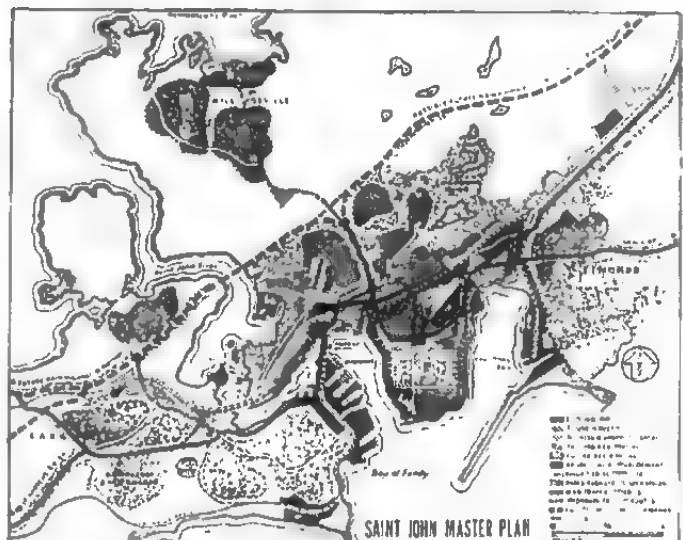
Saint John once prospered as one of the world's leading shipbuilding centres. When the wooden clipper was retired, however, prosperity waned and population dropped to climb again slowly and spasmodically to the present 75,000. To-day, as the commercial, industrial and cultural metropolis of New Brunswick, the 15th "greater city" of the Dominion and its busiest Atlantic winter port, the city's main employment base is shipping, though it has probably the most healthily diverse industrial development in the Maritimes. To an architect the city is depressing in its drabness and lack of order; its spreading slums and poverty-stricken fringe developments; its feeble indications of civic pride and embellishment. The disproportionate obsolescence of the developed areas and the natural beauties of the city's site conjure up visions of a new city — modern stores, factories and dwellings to replace the solemn dirty old

brick or wood facades; of a new plan to utilise to advantage the irregular terrain, instead of the senseless grid of streets awkwardly and expensively imposed upon rugged hills and valleys — a dream to inspire slick birdseyes of tomorrow's city. But to be practical a plan must be capable of planned achievement. Saint John is even less attuned to visionary theories than the average city.

Sea and river, and the extreme irregularity of the city's site have caused a triple development. Two attenuated connecting necks carry the only thoroughfare, with half a dozen grade crossings and two bottleneck bridges, that is available for local inter-communication and outside arterial traffic alike. Until now a steep rocky ridge has obstructed access northward to potential residential sites overlooking lovely river waters some three miles from the city centre. So scarce were good building sites central enough for horse and buggy days that to-day half of the worst slums occupy land which must be considered unsuitable for residential redevelopment, due either to the nature of the ground or to their location relative to industry, railways or port. Industrial land use, proportionately high, extends around most of the developed waterfront and along the only possible railway route running east and west from the low valley near the city centre. Within these unalterable natural and economic limitations residential development is confined, with schools generally well enough located, but obsolete and with grossly inadequate recreation facilities.



The Problems: Difficult topography, tortuous communications, obsolete overcrowded housing.



The Solutions: Direct access, redistribution, new neighbourhoods.

The essential problems which the master plan seeks to solve are these:

1. To provide new residential neighbourhoods, suitably located, to accommodate recent and estimated future population growth and to permit slum clearance and thinning-out of overcrowded areas including some 5,000 now on land totally unfit for rehousing (a total of 20,000 to 25,000 in thirty years); and to define and complete existing neighbourhoods.
2. To permit the controlled extension of the main commercial and industrial areas, which are already proving inadequate in the face of post-war expansion and new enterprise; and the cleaning up of scattered non-conforming uses within residential areas into more orderly sub-centres.
3. Shortening of the tortuous internal communication system, and overcoming the frequent traffic hazards and obstructions within it; the segregation of heavy trucking traffic between shipping and railway and warehousing areas from lighter private and commercial traffic; and the provision of unobstructed out-of-town arterial highways, and ultimately of a new limited-access through artery.
4. Development of a system of open spaces to provide recreation fields and parks; to define residential neighbourhoods and protect them from industry, railway and through traffic; and to clean up and embellish various unbuildable rough spots and take advantage of natural amenities.

The most urgent item is the construction of a viaduct over the number one traffic bottleneck—the main thoroughfare grade crossing in front of the Union Station. The elevation of the proposed viaduct makes it possible for the first time to carry a new road up and over the ridge barrier and into new residential areas immediately behind it and beyond on the slopes to the Kennebecasis River. Again, the viaduct provides grade separation of traffic to the commercial centre and heavy transport to the harbour front. A proposed low-level lift-span bridge across the river mouth at the head of the harbour will save both rail and road traffic from three to four miles circuitous travel to the west side of the harbour. Linked closely to the northern end of the viaduct, this bridge will open up a high-speed traffic route to west side industry and existing and new residential areas, continuing as a limited access highway to the west, by-passing development and relieving the present congested and obstructed route.

To the eastward, the present traffic artery is to be diverted to permit a self-contained rehousing development replacing a major slum concentration. A new traffic circle at Haymarket Square, with the present railway

spur diverted, will distribute central and peripheral traffic, and relieve congestion at the junction of the main highway to the east and the highway to a new airport planned by the Federal Government.

By closing Market Slip and converting it to an architectural water feature terminating the main commercial street and commemorating the Loyalists' landing, it becomes possible to extend the east harbour rail access to connect direct with the main lines, and to link up a belt traffic thoroughfare around the central peninsula, thus diverting heavy waterfront traffic from its present routes through the central residential and commercial grid. The worst slum area, just north of the harbour, is to be redeveloped in part for industry adjacent to rail and waterfront, with the harbour bridge connection crossing it and taking advantage of natural grades to jump the railway; and in part as a hillside park overlooking the harbour and Bay of Fundy and extending downward from the dominating bluff of old Fort Howe.

The master plan further envisages the ultimate need of an entirely new highway approach to the city from each direction. It provides for a limited access route through undeveloped territory, utilizing a natural course through the scenic rugged land north of the city, crossing the Saint John River at its narrowest point above the famous Reversing Falls, and connecting from each direction onto the new north road out of the city. This route, by-passing all development, besides permitting totally unobstructed traffic into the city (and past it) will, unlike most by-passes, actually shorten present distances.

Thus the plan's proposals to meet residential, commercial, industrial, and traffic requirements are dovetailed, the solution of each problem contributing to the solution of the others.

#### Progress and Prospects:

Under provisions of the New Brunswick Town Planning Act of 1936, the master plan has been adopted in principle, with a number of detail proposals already implemented. Zoning is in full effect, and also the control of new development under the Subdivision by-law. Under other provincial legislation, the city may expropriate land for streets, housing, industry and other public purposes, and under amendments to the original Planning Act may acquire land bordering highways or otherwise limit access to them.

Following the plan proposals, the City has already acquired and developed land to the north for residential use. It is now seeking financial aid to construct the viaduct. The City Housing Commission, with one unaided low-rental development already to its credit, is preparing an attack on one of the worst slum areas. Acting on recommendation of the Town Planning Commission, the City has passed a by-law to acquire interior

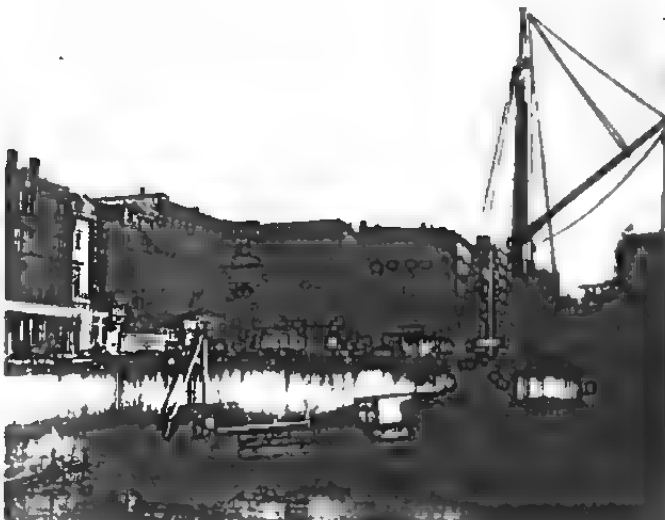
property in one of the major commercial blocks to provide rear access for off-street loading, and for services and fire-fighting. Through its Parks Commission the city has also implemented several plan proposals for parks, playgrounds and sports fields. Already various streets have been closed off, others extended, and new ones constructed to comply with the overall plan.

A housing emergency must always conflict with city planning schemes, however. The place to rehouse slum-dwellers is near their employment; the kind of dwellings to give them is usually flats; the time to clear slums is when there is an abundance of dwellings. One trouble in Saint John, with its scarcity of good building land, is that not enough of the available land was acquired and developed in time to direct the emergency housing projects to sites of the city's choosing; with the result that to-day the character of two of the best residential sites, newly developed, is blighted architecturally and economically by the rash of emergency cottages. The greatest danger to the overall plan is that the desire for private lots, which could have been provided on these city-developed sites, according to plan, will encourage owners of land beyond the logical planned development limits to subdivide prematurely, bringing pressure to bear to have their plans approved.

Generally the Saint John public is conservative in thought, skeptical of new ideas; yet thanks to a continuous programme of publicity, the average citizen to-day knows what town planning is about, and public reaction has been most encouraging. An exhibition of survey data and plan proposals held just before the plan was presented to Council was visited by a tenth of the city population, and developed much valuable comment. Objections certainly arise, chiefly to interference with private rights or on the vague broader grounds of overall

cost. But it is now apparent that most of the people, informed through lectures, radio and a supporting press, realize that town planning is one of the requirements if their old city is to overcome its difficulties and pick up step with the rest of post-war Canada. It is a critical period for Saint John: service men returning from other parts of the Dominion and overseas find their hometown drab and backward by contrast; tourists, great potential source of wealth, are repelled by the city's ugly disorder amid its lovely surroundings. New industries are already coming to the city; new commercial enterprises are acquiring land and the old merchandising firms are preparing to rebuild or enlarge. To have a planning scheme launched and operating at such a time is a great asset, and the City Council, the boards of trade, and service clubs, and the forward-looking business and professional men know it and are supporting the Town Planning Commission, on which most of them are represented.

Beyond what planning control and the City can do through planned green spaces and general civic embellishment, improvement in the city's appearance is in the hands of its people and its architects. On the one hand education is necessary to instill a degree of civic pride and responsibility and an appreciation of good taste in building. On the other hand, commercial and industrial redevelopment and expansion, new housing projects and private homes, the extensive school building programme and various other public projects, offer the architects a great opportunity and challenge to raise the architectural quality of the city and thus in turn develop citizen pride and visitor admiration. Let the new buildings be new in spirit and expression, copying neither the past nor the pseudo-modern, and Saint John will regain the character of a vigorous city.



Aerial view of the central valley, showing proposed viaduct, traffic separation, northern access road. Left centre is Fort Howe Park extended downhill to replace a slum.

Market Slip, site of the Loyalists' landing, which it is proposed to redevelop for traffic circulation and architectural features.

# GUELPH, ONTARIO

By CULHAM AND DRYDEN

## Conditions Influencing Development

Small cities have an intimate contact with their environment. Their citizens are in a position to enjoy the recreational possibilities of the surrounding countryside and to secure its supply of fresh produce at lower prices.

Situated in the heart of one of the finest agricultural districts in Southern Ontario, of great natural beauty, and high up at the sources of the Grand River, Guelph offers the very finest environmental living conditions for these purposes.

This will have a very marked influence on the quality of its residential development. Consequently the Zoning By-law which has been completed was written with special consideration for preservation of these values.

The two most notable natural features of the City are the river valleys and the green hills which show as a pleasant background on all sides. It is quite possible that both of these, especially the steeper hillsides may have been considered as barriers to development in recent years. They will, however, acquire new and increasing values in the future as their assets for the community are more fully developed. The river valleys, with their attractive setting, in turn, will become the playground for the people, and the residential areas on the hills by reason of difficult access will enjoy the benefits of freedom from unwelcome heavy traffic.

## Major Street Plan

At the heart of the City of Guelph lies a relatively small triangular section enclosed by a river, two hills and an elevated Railroad. This is and probably always will be the shopping centre of the City, and by reason of these barriers, it is not likely to expand.

All traffic, through and local, with bus and transport, pours through this triangle. The problem, therefore, of relieving traffic congestion at the centre is vital to the efficient conduct of business. The mental and physical hazards for motorists in the downtown district and the obscure and tortuous entrances to it are a menace to public safety and retard normal growth and investment.

The Major Street Plan as proposed by your Commission is presented as a solution for these and other motor traffic problems arising from a street system which has never been adjusted to modern requirements.

The Plan will accomplish this in the following ways:

All through traffic entering the City will be carried around the margin of the built-up area on an outer ring.

Local cross-town traffic will skirt the business area on an inner ring.

Shuttle traffic between the margin and the centre will move more efficiently on the improved and new arterial streets.

Undeveloped areas will be provided with convenient access.

A twenty per cent. increase in the volume of motor traffic over 1940 has been forecast. The present volume is far below normal figure for 1940. The Plan, therefore, has allowed for these factors as well as normal growth.

The greater efficiency of the major streets, by the use of wider pavements, parking regulations and stop signs, will attract traffic to them leaving residential streets safer and quieter.

The heavy traffic load now concentrated on a few streets will be distributed over the whole major street system.

The proposed corrections for the dangerous entrances to the downtown district will allow the traffic to flow freely and safely through them.

Most of our street widenings will be accomplished as follows:

1. The Zoning By-law will establish setback lines for buildings along the major streets.

2. Only when the traffic requires a wider pavement, would the additional land need to be acquired.

3. As new subdivisions are submitted for approval, the developer will be required to incorporate and dedicate that portion of a major thoroughfare which crosses his property before acceptance of the plan.

Where park lands are to be acquired, they will fall into two classifications:

1. Those which possess fine natural features and are suitably located to serve the adjacent population.
2. Those which are low-lying lands, unsuitable for residence since they are likely to attract sub-standard dwellings.

By far the largest part of these park lands falls into the second group, so that the acquisition of these cheap lands does not represent a large burden of cost.

## Parks, Playgrounds and Other Public Open Spaces

The River Speed meanders through meadows for three miles along the southern margin of the City with the College hillside rising on the opposite side. Midway along its course a branch turns off in a northerly direction set in a narrow, steep-sided valley.

Because the meadows are low-lying, very little building encroachment has taken place. Over the years, at selected spots owned by the City, ash fill has been used and park lands have been added to the City at small expense. Within a half-mile of this great meadow live two-thirds of the population of the City, and this thickly populated district has the greatest need for these potential park and playground facilities. It is also an important consideration that all entering motor traffic from the east, west and south will, in the future, receive their first

impression of the City along and over these meadow lands.

Land values and the tax yield along the river have been low, so that the establishment of a continuous band of park should greatly enhance adjacent values. There is always a potential danger to the community from sub-standard housing locating on these cheap, low-lying lands and spreading their blight over a larger area.

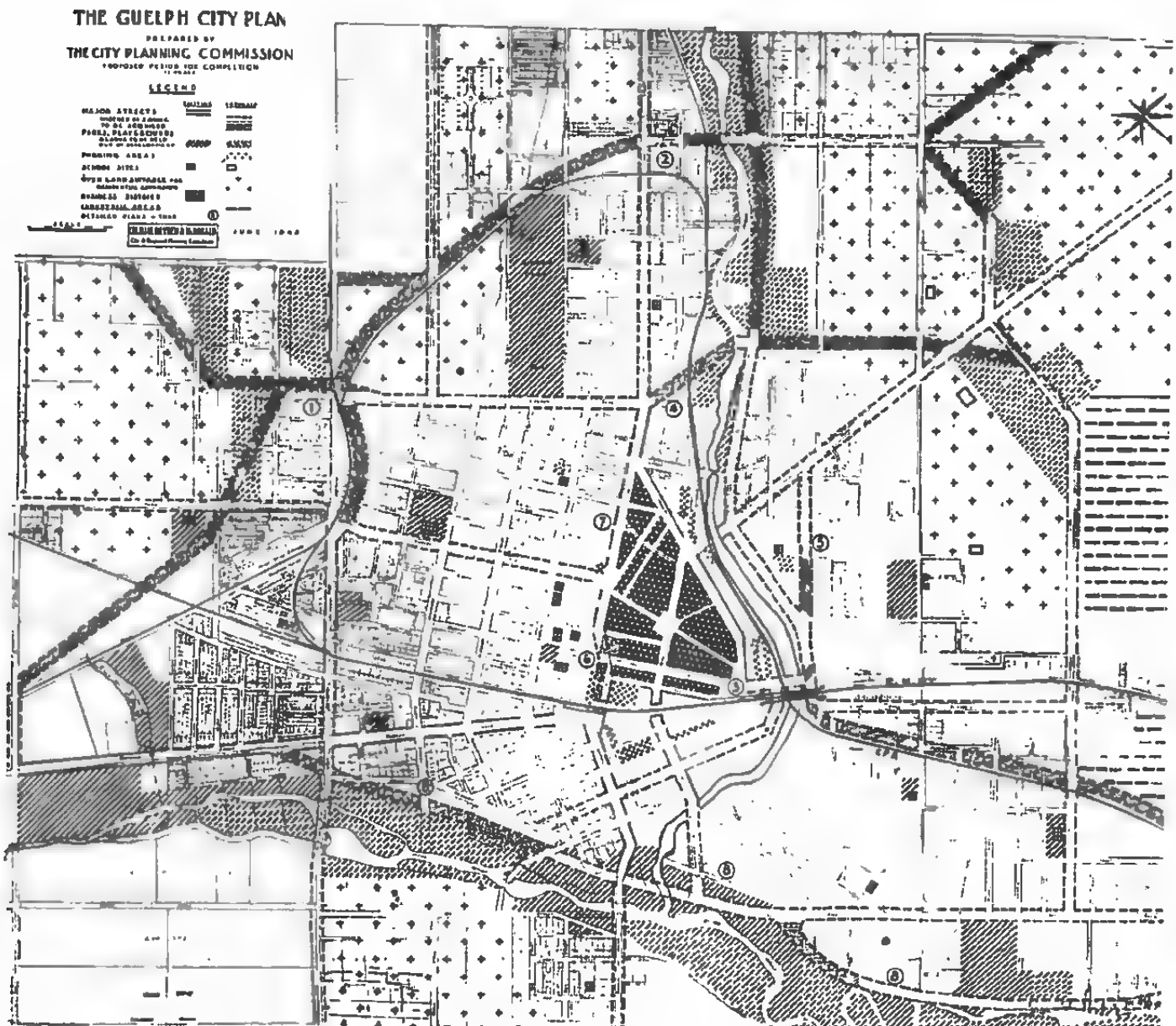
One of the heaviest losses in assessed values in all cities is the migration from old, crowded districts to the suburbs where people have always sought the open views of the countryside. Park lands, on the other hand, when attractively laid out, with interesting natural features, have always arrested this movement to the country, and their beneficial effect is felt to a considerable depth back from the park frontage.

The northerly branch of the river traversed by the new Riverside Drive possesses natural beauty which could

not be surpassed anywhere. It could be enjoyed from riverside walks and from the residential land above in a way that will contribute to the pleasant living of all the people in this area. This parkway and drive should carry beyond the City limits through the Old Mill property to connect with Riverside Park.

The Plan shows enlargements proposed for school playgrounds throughout the City where feasible. In addition, vacant lots should be acquired so that little children should not have more than one-quarter mile walk to such open space where, in time, proper equipment and supervision should be provided.

Within one year of completion of this plan one new bridge has been built, pavements have been widened, a portion of the waterfront boulevard has been completed, and numerous parcels of land have been acquired both by purchase and dedication in plans of sub-division, all in accordance with this Plan.



# PLANS FOR EIGHT COMMUNITIES:

The problems of development of eight Canadian communities and the plans made to meet them are briefly outlined in the succeeding pages. They are of greatly diversified types but one municipal policy has been universal with all of them, the policy of attracting industry at nearly any cost. Population growth has occurred in the past in Canada in response to economic opportunities and not in response to the attractions of environment. As industries supply the bulk of municipal revenue, as population settles despite poor local living conditions, as the facilities which go to make a pleasant environment are expensive, as there has been little long term planning and no serious population forecasting, it is not unnatural that larger industrial cities are too often a formless pattern of mixed land uses connected still by the inadequate circulatory network of roads laid out for horse drawn vehicles.

It was found that the needs which appeared to the public of most consequence as a result of their growth were public improvements such as disposal plants, schools, street modifications, parking, recreation areas and municipal buildings. Less interest was shown in improving blight, in setting aside land for growth, in controlling fringe development, in restricting commercial street frontage, and for isolating or buffering industrial areas.

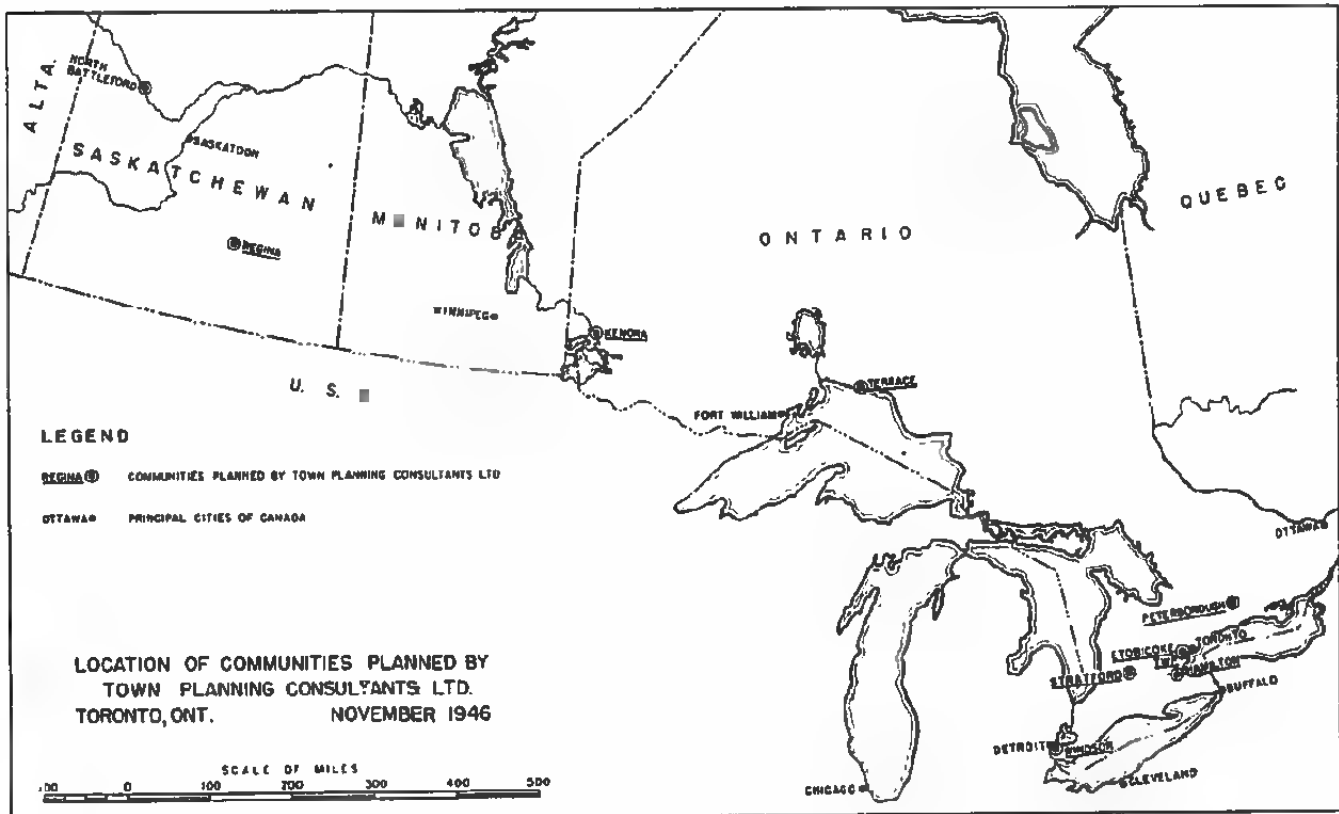
The first problem faced was to forecast population. In every case unless there were undoubted trends

visible it was assumed that population would not grow at a greater rate than that of natural increase.

A universal problem in each community was the shortage of shelter, a problem largely beyond the unaided municipality to tackle.

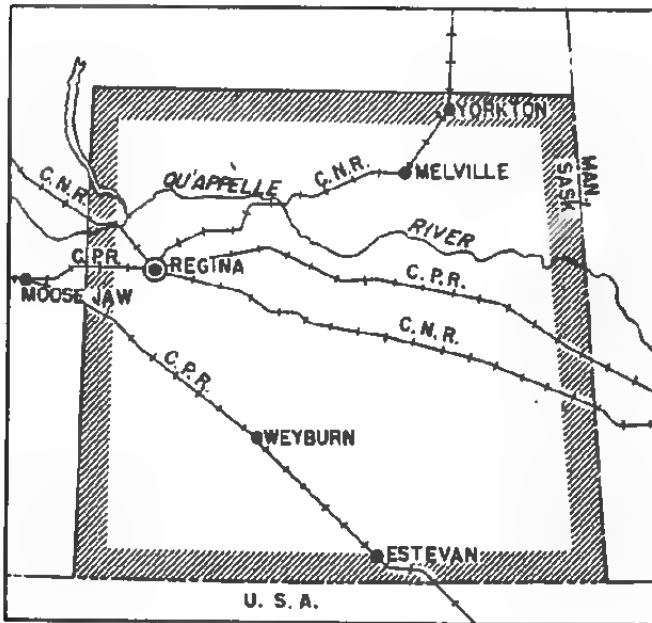
A recurring problem was the finding of solutions to insistent local needs for public works which were quite beyond the finances of the municipality. This problem was not begged. Solutions were planned, but these solutions were plainly labelled as only possible with government assistance in the belief that this assistance will be forthcoming at some date if the need and the plans are presented with logic. 60% to 80% of the items of all master plans were found to be possible of implementation by legislative action alone.

The general planning program has been the normal one: the examination of needs, the planning of solutions, the indication of measures necessary to effect them. But during this program possibly the main objective has been to secure the understanding and support of council and citizens. Public expression of opinion at innumerable meetings of special interest groups were held. Planning and Zoning Meetings were public. Preliminary reports were published and a Planning Exhibition concluded the program. At these exhibitions between 6% - 9% of the population of larger centres, and between 10% and 15% of smaller centres attended.



# REGINA, SASKATCHEWAN

By E. G. FALUDI and ANTHONY ADAMSON, for Town Planning Consultants Ltd.



## REGINA AREA OF INFLUENCE

As a distributing centre of the Province, Regina has an area of Trading of the following scope: North — 77 miles, South — 71 miles, East — 132 miles, West — 42 miles. Within this trading radius Regina serves a municipal population of approximately 100,000 people, inclusive of the city itself.

Regina is the capital of the Province of Saskatchewan. It was founded in 1882 and is said to have been named by and after Queen Victoria. The reason for the choice of site was chiefly that it was in the centre of a vast area of excellent agricultural land in the South of the Province, which was expected to contain a much larger population than eventually established itself. It became a railway and communications centre and one of the main cities of the Prairies. The city provides a considerable area of Western Canada with the Services of Provincial administration, wholesale and retail trade, finance and insurance, and manufacturing and servicing. There is within a radius of 150 miles of Regina a population of 600,000.

In 1945 the population of the city itself was 62,000 of whom approximately 26,000 were gainfully employed. This is a population much less than was anticipated in the great days of expansion 1901-1911, during which much of the city was laid out. The total area within city limits is 8,847 acres. Of this 33.4% is vacant land either privately or city owned, 29.4% is public street of which land nearly half is taken up in street allowances for areas as yet undeveloped. Only 27.2% of the city is actually built upon.

The motive which appears to have guided the layout of the residential sections of the city was the greatest reduction in the length and so the expense of public utilities. Land was subdivided into lots whose widths seldom exceeded 27 feet. Thus of a total city acreage

of 8,847 acres only 901 acres are used effectively for residential purposes.

The amount of vacant land although now only a drain on the public revenue, gives considerable scope to the planner provided increased development may be expected. Had the city grown as hoped for many problems would have arisen which the city now does not have.

## Problems

Only 11% of the residential area can be considered "sound." If preventive measures are not taken, 47% is in danger of deteriorating. The remainder of the residential area is already declining.

The density of population in the residential areas averages 69 people or 17 families on one acre of land. This compares with the contemporary ideal of 6 to 8 families per acre.

There is over-crowding in the homes. According to the 1941 census, 24% of the total number of dwellings were over-crowded. Since that time this figure has increased considerably.

There is a housing shortage. About 2,000 families are without the shelter they require.

Most of the residential areas have a gridiron street pattern which encourages through traffic. Some schools and playgrounds are poorly located.

In many residential parts of the city, there are either no parks, or the needs of the residents are served inadequately.

There are seven residential areas, representing a population of approximately 25,000 people, where there are no adequate playground facilities.

The approach to Regina from the east is not sufficient to meet the traffic requirements of the future.

Only 33.6% of the existing street network is paved. Another 23% is improved with gravel surface, and 42% is only graded earth.

The present major streets are inadequate to carry through traffic.

Within the city there are 29 level crossings; and accidents have occurred at many of them.

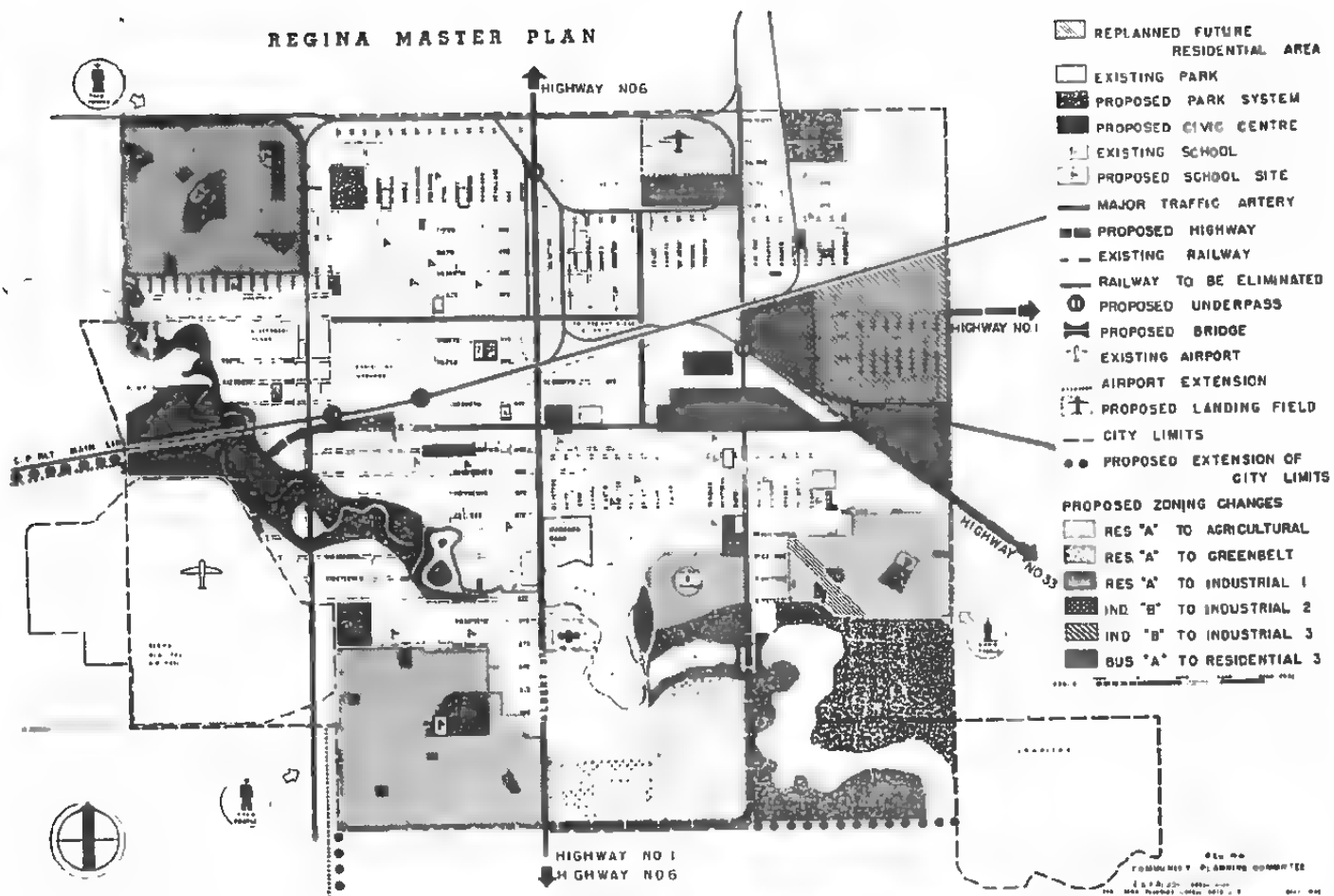
The total parking space available is 54,000 square feet, suitable for 180 cars, while the need is for 800 — 1,000 cars.

Of 101,000 feet of frontage zoned for Business A, only 30,000 is used; while for a population of 100,000 only 50,000 feet is required. This is an excess of 61,000 feet.

The present airport facilities are inadequate for large aeroplanes, and for the anticipated freight.

## Plans

Plans were made for an expected increased population up to between 85,000 and 90,000 in 30 years. Plans



include an extension of the city limits.

#### Principal Regulations of Private Improvements

To amend the Zoning By-Law (1929).

To reserve and develop 552 acres of city-owned land for parks, parkways, and play space and to acquire 56 acres of land for the same purpose.

To reserve 1500 acres of city-owned vacant land for anticipated residential use, with 6,000 feet of frontage for new commercial use and 35 acres for schools.

To reserve 120 acres of city-owned vacant land for use as a landing field for commercial aircraft.

#### Principal Public Improvements

To participate with the government in the relocation of the No. 1 highway entrance to the city.

To widen and otherwise improve certain streets, to construct one traffic circle, two railway underpasses, to construct or rebuild three bridges over Wascana Lake and Creek.

To develop city-owned property at Boggy Creek as a regional recreation area.

To acquire 6 acres of land and reserve it for sites of certain public buildings.

To provide off-street parking for 800-1000 cars.

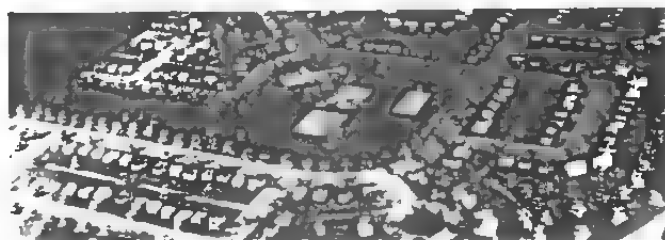
To participate with the railways in the elimination of certain tracks.



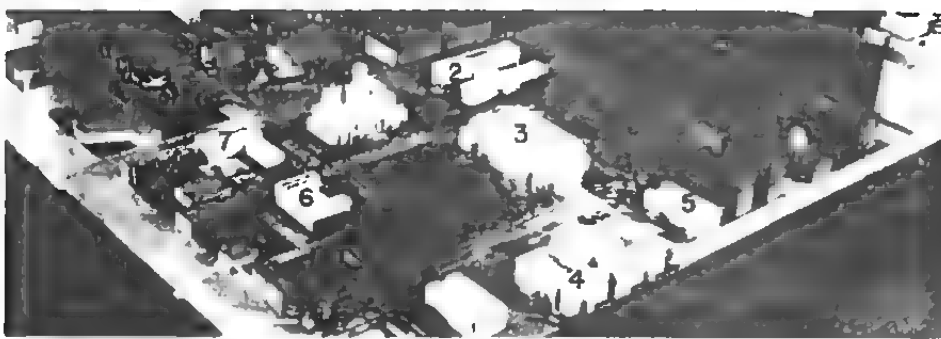
Wartime Housing Neighbourhood Development. (Under construction.)



Housing Enterprises Project. (Under construction.)



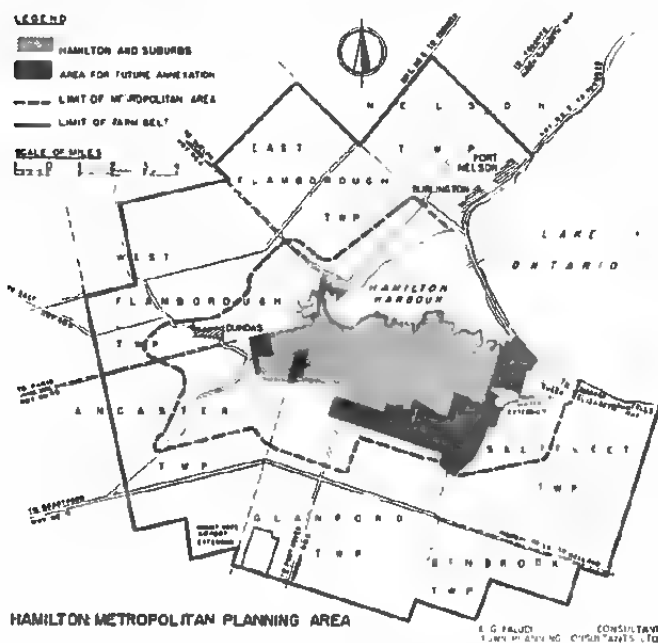
Integrated Housing Projects. (In process of development.)



1. City Hall
2. Public Library
3. Auditorium
4. Courthouse
5. Federal Office Building
6. Provincial Museum
7. Health Centre

REGINA CIVIC CENTRE REPLACING BLIGHTED RESIDENTIAL AREAS

## HAMILTON, ONTARIO



City area present — 16.14 square miles. City area expected — 24.54 square miles. Metropolitan area — 56.00 square miles. Farm belt area — 100.73 square miles. Present population — 178,686. Expected population 1975 — 210,000 to 220,000. Present population of metropolitan area — 190,000. Expected population of metropolitan area — 250,000.

Hamilton is the second largest city of Ontario. It was founded in 1813 and named after its founder. It is situated on Hamilton Bay, a large body of water completely cut off from Lake Ontario by a long strip of shingle and sand now called Burlington Beach. Originally the site suffered due to its not being on the main highway of Upper Canada, nor upon the short route between the capital and the Niagara border along Burlington Beach, nor upon the lake itself. It was not a county town nor the centre of a good agricultural region. Its industrial products had to compete with those of Toronto.

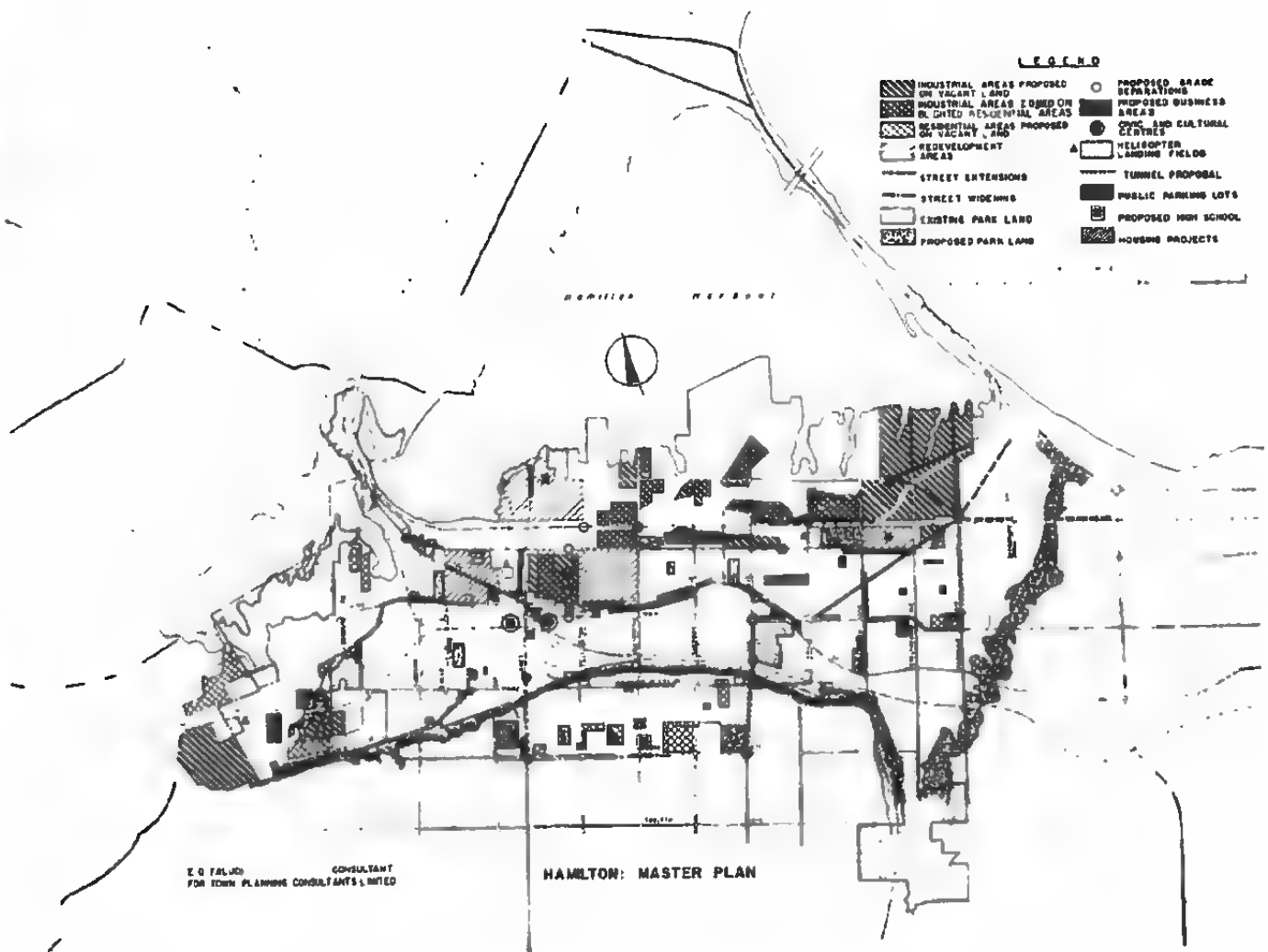
These disadvantages were overcome gradually one by one. A cut was made in Burlington Beach, originally to serve the town of Dundas, but it established Hamilton as a lake port with an excellent harbour. In the fifties by

the personal initiative of local capital, the railways were made not to follow the main roads but to pass through Hamilton. After some difficulties the town developed industries complementary to those of Toronto and became a heavy industrial town. In the development of these industries the city council took an outstanding part giving large cash gifts to companies in the seventies who would open blast furnaces and steel mills. This action was echoed later in the twenties when public spirited citizens gave large cash gifts to attract McMaster University to leave Toronto and settle in Hamilton. By private initiative it was one of the very earliest towns in North America to be served by hydro-electricity and had for many years the cheapest rates on the continent. By private and public initiative a textile industry employing mostly females grew up complementary to the heavy industry employing mostly males. The economy is rounded off by steel fabricating and chemical plants related to both main industries.

Despite a remarkable history of planning for economic opportunity there is little remarkable in its planning of the physical environment of the community. The Toronto, Hamilton and Buffalo Railway was allowed to run to the south through the main residential sections requiring several north-south connections with the present Canadian National lines which serve the heavy industrial bay shore. No central focus was given to the town. The only interest given to the street pattern was the presence of an old Indian route which wavers across the street grid. The city is hemmed in between a steep escarpment known as the Mountain and the Bay and has grown eastwards putting the commercial and cultural core off centre. A wide valley formed a barrier to Western expansion until the introduction of the motor car.

Owing to special tax consideration of one mill being given to parks an impressive series of ornamental parks and entrances have been constructed.

The exceptionally large scale of its main industries, the reliance upon tariffs and so on world conditions upon which its industries, mostly U.S. subsidiaries, must depend placed it during the depression of the thirties in



an unfortunate position. It rivalled Windsor the lowest employment index in Canada.

In 1944 the population of the city was 174,547. The total area within city limits is 10,324 acres. Of these 5.7% is vacant land, 21.7% is public street, 10.8% is park, 36.8% is in industrial and 15.0% is in residential use.

#### Problems

25.6% of the residential area can be considered "sound". If preventive measures are not taken 48.6% is in danger of deteriorating. The remainder 26.8% is already declining or blighted and contains about 51,000 people.

Certain pockets of high density up to 85 persons per acre exist in these deteriorated areas.

There is a growing and acute housing shortage which is resulting in excessive overcrowding, bad social conditions and delinquency.

Except in Westdale all residential streets are laid out on a grid pattern and allow passage of through traffic.

Road access and public transportation to "the Mountain", potentially most desirable for residence, is inadequate.

Owing to the narrowness of the city between "the

Mountain" and the Bay, good public transportation is difficult to supply.

Certain streets are overloaded with commercial traffic and traffic bottlenecks exist in the centre of town along with a lack of parking space, especially on market days.

Over 60 level crossings exist in the city.

Not much of the bay frontage is left for heavy industrial expansion eastwards and there is need for additional industrial areas for light manufacturing.

Although the acreage devoted to parks is one of the largest per capita in Canada, there are an insufficient number of playgrounds and bathing beaches.

The Art Gallery and City Hall are obsolete.

There is no auditorium suitable for symphonic or dramatic performances.

Fringe development is spotty and uneconomically served.

#### Plans

Plans were made for an expected increased population up to 250,000 in the "metropolitan area" in 30 years. Plans include the appointment of a planning board under Provincial legislation to guide this area.

### Principal Regulations and Encouragements of Private Improvements

To enact comprehensive Zoning By-Laws for the Metropolitan area and to restrict the use of a belt of land around the limits of this area to farming.

To readjust certain of the city boundaries.

To redevelop with Government assistance, five blighted sections for better low rental and other housing.

To redevelop with Government assistance, two blighted residential sections for industrial use.

To improve the market and the business area around it, chiefly by selling the city hall site and by modifying the streets locally to obtain better traffic conditions.

To redevelop and control declining area adjacent to

the Public Library and the new site for a Cultural Centre.

### Principal Public Improvements

To acquire land for a green belt and playgrounds system within the city and Metropolitan Area.

To improve certain streets by extensions, widenings, grade separations, jog removals, etc.

To acquire land and to construct road access by tunnel to the Mountain Area with Government participation.

To acquire land and construct a new city hall.

To acquire land and maintain public parking lots in centre of city.

To acquire and reserve land for future helicopter landing fields maintaining same as parks till necessary.



HAMILTON REDEVELOPMENT AREA

Area occupied by blighted residences and suitable for low rental residential redevelopment. Boundaries: South, north side of York; West, east side of Locke; North, south side of Barton; East, west side of Queen. Acreage: Approximately 35 acres. Population: Approximately 1875. Density: 53 people per acre.

## WINDSOR, ONTARIO

Windsor is the third largest city of Ontario. Its site on the Detroit River has from earliest times been strategic, being on the cross-roads of two important land and water routes. Had there been no international border its site would have formed part of metropolitan Detroit. This border, however, controlled the type of urban development for Windsor.

The automobile industry settled in Detroit rather fortuitously but the location happened to be excellent for the importation of iron and coal by land and water. With the imposition of tariffs and later imperial preference, branch factories of this great industry were set up across the river on the Canadian side and Windsor became the "automobile city". In 1943 71.2% of the labour force worked in this industry.

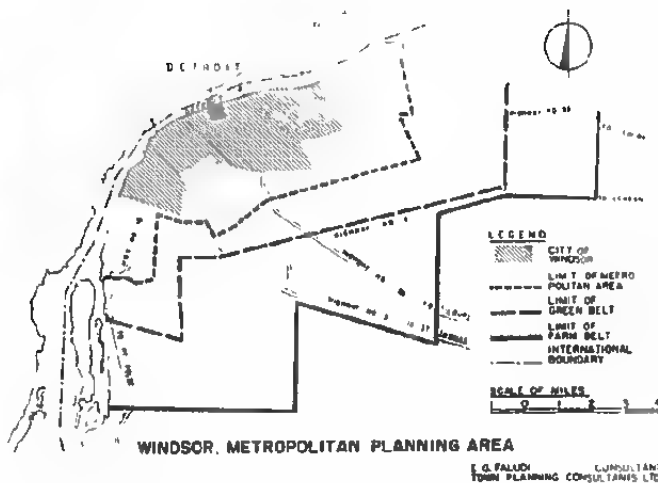
The vastly unreasonable expectations of growth held in the "Border Cities" during the period of expansion after 1918 led to speculative subdivision unprecedented in Canada. The acreage of unopened but registered subdivisions is in excess of the total acreage of the built-up city. Such actions led to bankruptcy during

the 30's. From 1931-40 only 128 new houses were built. The plan of the city being composed of a group of separate municipalities each with separate industrial, commercial and residential areas and criss crossed with railways is formless and confused. The site of Windsor is still however of great potential value and with development controlled by reasoned planning it may look to a greater future.

In 1945 the population within the city was 118,000 with an additional fringe population of 22,000. The total acreage of the city 8,250. The official metropolitan area contains 18,250 acres. Of the city area 3.2% is park, 27% is residential, 9.1% is industrial.

### Problems

19.8% of the residential area can be considered "sound." If preventive measures are not taken 66.1% are in danger of deteriorating. The remainder 14.1% is already declining or blighted. Despite the greatest concentration of Wartime Housing in Canada (2,300 units) there is a serious housing shortage, which in 1945



amounted to an estimated shortage of 3,065 units. The consequent criss crossing of railways cuts the city into small sections. Many major streets are overloaded and much commercial traffic passes through residential sections. There is a very great lack of green open space. The market area is inadequate. Traffic into and out of the International Tunnel on week-ends results in congestion and delay. The city avails itself of the cultural facilities of Detroit, the third largest city of the continent, but in doing so, has developed little of its own to the detriment of its individuality. Several school buildings are obsolete.

#### Plans

Plans were made for an expected population increase up to 186,000 in the Metropolitan Planning Area and 145,000 in the city in 30 years. A Metropolitan Area has already been designated and a Planning Board appointed to control 28.5 square miles.

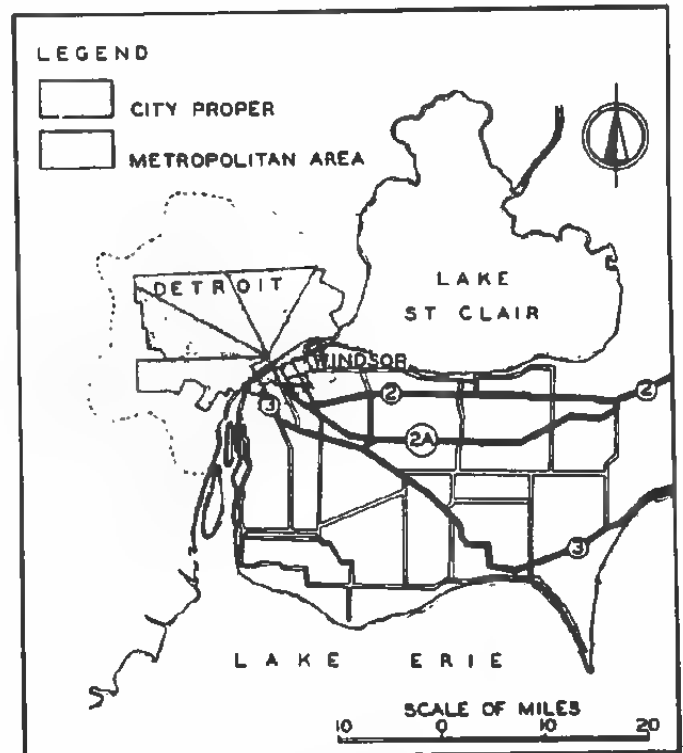
#### Principal Regulations of Private Improvements.

To enact comprehensive Zoning By-Laws for the Metropolitan Area and to restrict the use of land around this area, such restrictions to consist of a Green belt within which not more than one house per acre shall be constructed, and of a Farm Area beyond this to the limits of the Urban Zone now controlled by the Windsor Utilities Commission. In the Zoning By-Law specifically to set aside 745 acres for additional industrial land and 6,200 feet of river frontage for harbour and industrial use. To reserve and develop 450 acres of vacant city-owned land for additional parks and playgrounds and as barriers to traffic and industrial abuses. To extend and improve the Market Area.

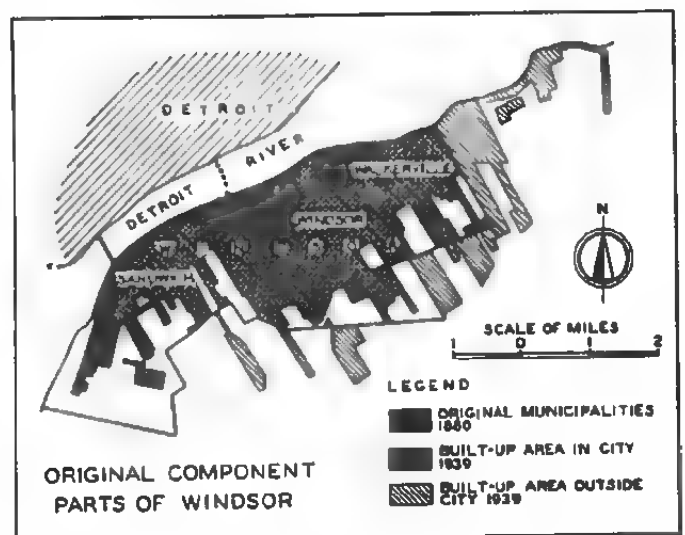
#### Principal Public Improvements

To improve certain streets by extensions, widenings and grade separations. To construct certain new streets in areas of new residential development. To improve with government assistance, conditions at the International Tunnel entrance by widening and by other means to provide a suitable "entrance" to Canada. To reserve and rent or maintain downtown city-owned vacant lots

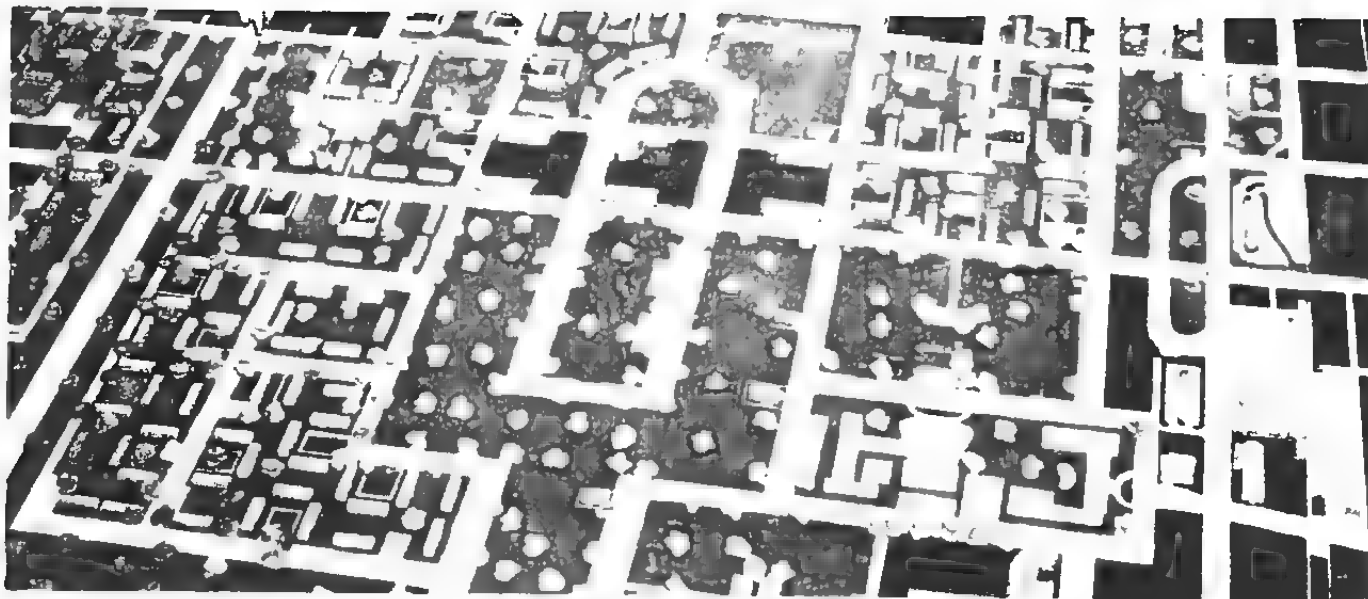
for off-street parking. To co-operate with industry and railways for the elimination of the smoke nuisance. To co-operate with all interests in the development of better airport facilities. To reserve four sites on city-owned vacant properties for one secondary and three elementary schools. To enlarge the site now used by the building housing the "city hall" and make available for use for auditorium, art gallery and public library. To acquire land and construct a Civic and County Administrative Centre on the River front opposite Detroit.



Windsor forms one social and economic unit with adjacent Municipalities and Detroit.

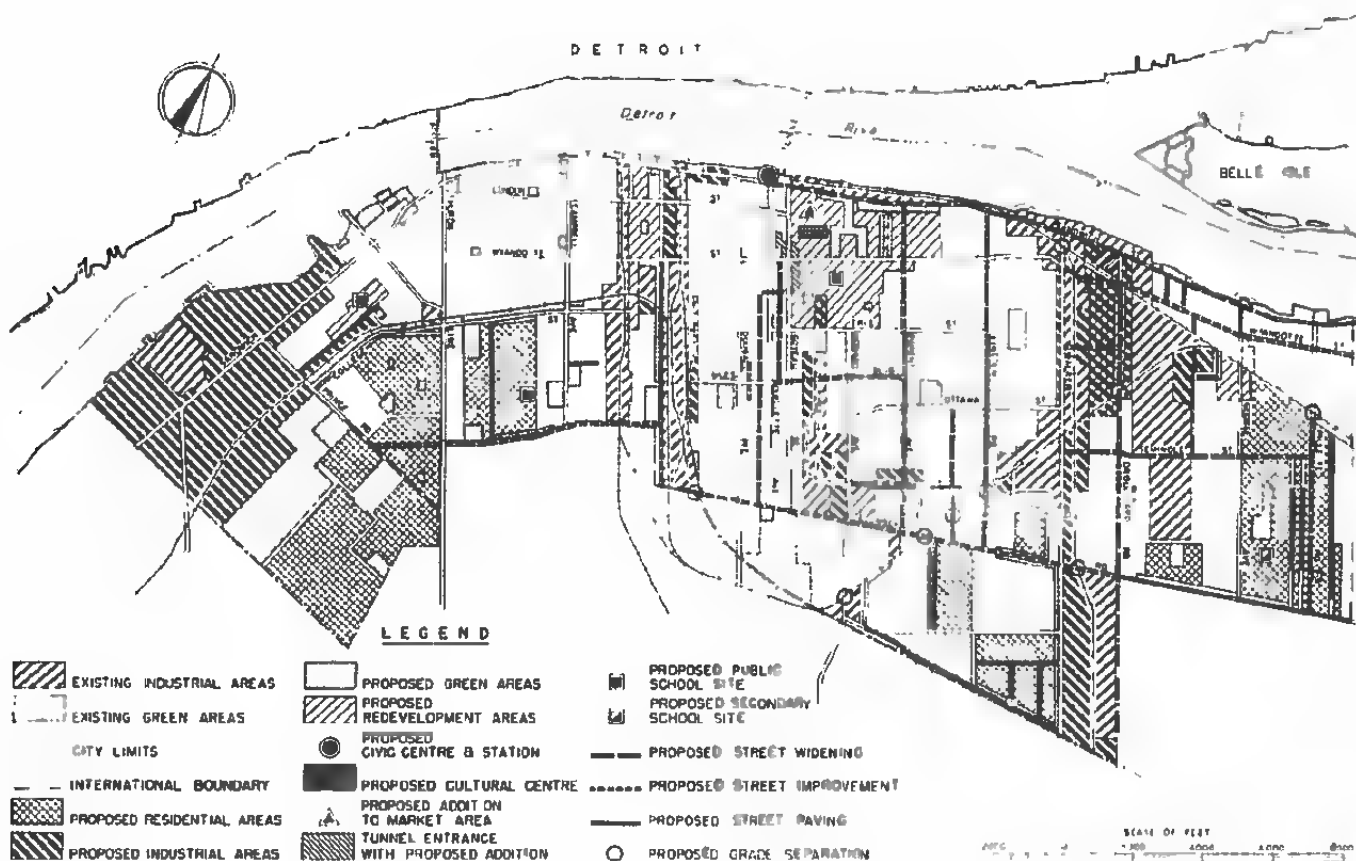


Windsor, now a city of 118,000 persons, covering 8,250 acres, was, before 1935, a group of four municipalities commonly known as "The Border Cities" which amalgamated as a result of economic conditions in the early thirties.



### WINDSOR REDEVELOPMENT AREA

The land upon which redevelopment is recommended contains the largest area of blight in the city and was chosen because it offered, if cleared and redeveloped, the greatest advantages to the city. It is of such a size that its redevelopment is planned over a period of 30 years as opportunities arise and is divided into six divisions or projects. The redevelopment recommended to take place includes: The construction of rental housing, the layout of park land, the improvement of Parent Avenue. Contiguous to the Redevelopment Area lie two other areas included in the Master Plan recommendations. These are: The construction of a Cultural Centre and the extension of the Market.



WINDSOR: MASTER PLAN

E. G. FAJUD, CONSULTANT  
FOR TOWN PLANNING CONSULTANTS LTD.

# KENORA, ONTARIO

Although an early settlement existed, Kenora did not really come into existence till the C.P.R. passed through the site and constructed an important yard in 1883. It was then called Rat Portage. A mining boom gave it early colour and many planing mills were set up. The community shyly changed its name in 1905 when it was beginning to become a summer resort at the head of the Lake of the Woods, one of the finest resort areas of North America. In 1923 a large pulp and paper plant was constructed working on power obtained from the channels of the Winnipeg River which carries the lake water northwards. Till 1932 Kenora was isolated by road from the rest of Canada. The Trans-Canada Highway completed in 1944 has altered this. Much traffic by air passes through it to the North.

The municipality contains two large and many small islands. The town itself is on the mainland. Its site consists of rock with a negligible overburden of earth alternating with muskeg. The streets are hilly. A grid street pattern was indiscriminately laid out over a great area of precipice and muskeg, but despite this rigid plan the town has by chance divided itself into four remarkably well isolated neighbourhoods according to the best planning theory, only one of which has become invaded by through traffic. Fringe settlements have occurred where soil conditions were favourable. The suburb of Norman which built up as a result of planing mills is on rock. Summer cottages have been built on the lake-shores, especially those of Coney Island. The hospitals are on Tunnell Island. The flour mill town of Keewatin (population 1,300) lies on the Trans-Canada Highway immediately west of Kenora.

In 1945 the population was 8,200 of whom approximately 1,050 are employed in the railway yards or pulp mill. Approximately 25,000 tourists visited the town in 1945. Owing to rocky conditions 44 per cent. of dwellings were without bath or shower and 35 per cent. had no flush toilets, this despite the fact that average wage earnings were 11 per cent. higher than the Canadian average. The total acreage is immense, 6,200, of which 1,800 acres are water.

## Problems

There is an acute shortage of residential lots and development for dense residential use of small isolated pieces of rocky land, impossible to serve with sewers and water, is continuing.

The established settlement of Norman has no sewers, and only water supply in summer and is economically impossible to serve with either.

Sewage outfalls untreated into Kenora Bay and Laurenson's Creek, the flow in which is reversed by a strong wind off the lake.

Two schools are obsolete.

Trans-Canada highway tourists and other traffic passes

along the main residential and main commercial streets causing a bottleneck in the summer on Main Street, which has double diagonal parking.

The junction of the Trans-Canada highway and the subway under the railway is dangerous.

There is an acute lack of off street parking.

The main sewer outfalls raw at the main tourist dock.

The centre of the town has turned an unsightly back on its greatest recreational asset, the Lake of the Woods, nor has it given its central area any character suitable to an important resort town.

Central Park is boggy.

There is no land served with public utilities for attracting industry.

The town acquired cheaply an old Y.M.C.A. building of non-fireproof construction, intending to use it as a town hall.

Planes landing in the bay cause danger to boats and are very noisy to the hospital and citizens.

There is a lack of community facilities and there is little to attract tourists within the town.

The bathing facilities at Coney Island need improving.

An Indian reserve in the town causes abuses.

One street in a residential neighbourhood is overloaded.

There is a schism in public opinion mainly between industrial worker and merchant as to the desirability of attracting tourists.

## Plans

Plans were made for an increased population up to 10,000 within 20 years. Plans include a request for the naming of a Planning Area to include the adjacent town of Keewatin.

## Principal Regulations and Encouragements of Private Improvements

To extend public services to the north-east to an area of sandy soil in order to serve an existing settlement and encourage development for residential purposes in a suitable area.

To enact a Zoning By-Law restricting all land beyond possible extension of services, including Norman, to one house per  $\frac{3}{4}$  acre. To designate certain lands suitable for industrial use.

To develop according to a planned layout, town owned property adjacent to a new park site for sale for residential purposes.

To encourage the development of better private ferry service to Coney Island.

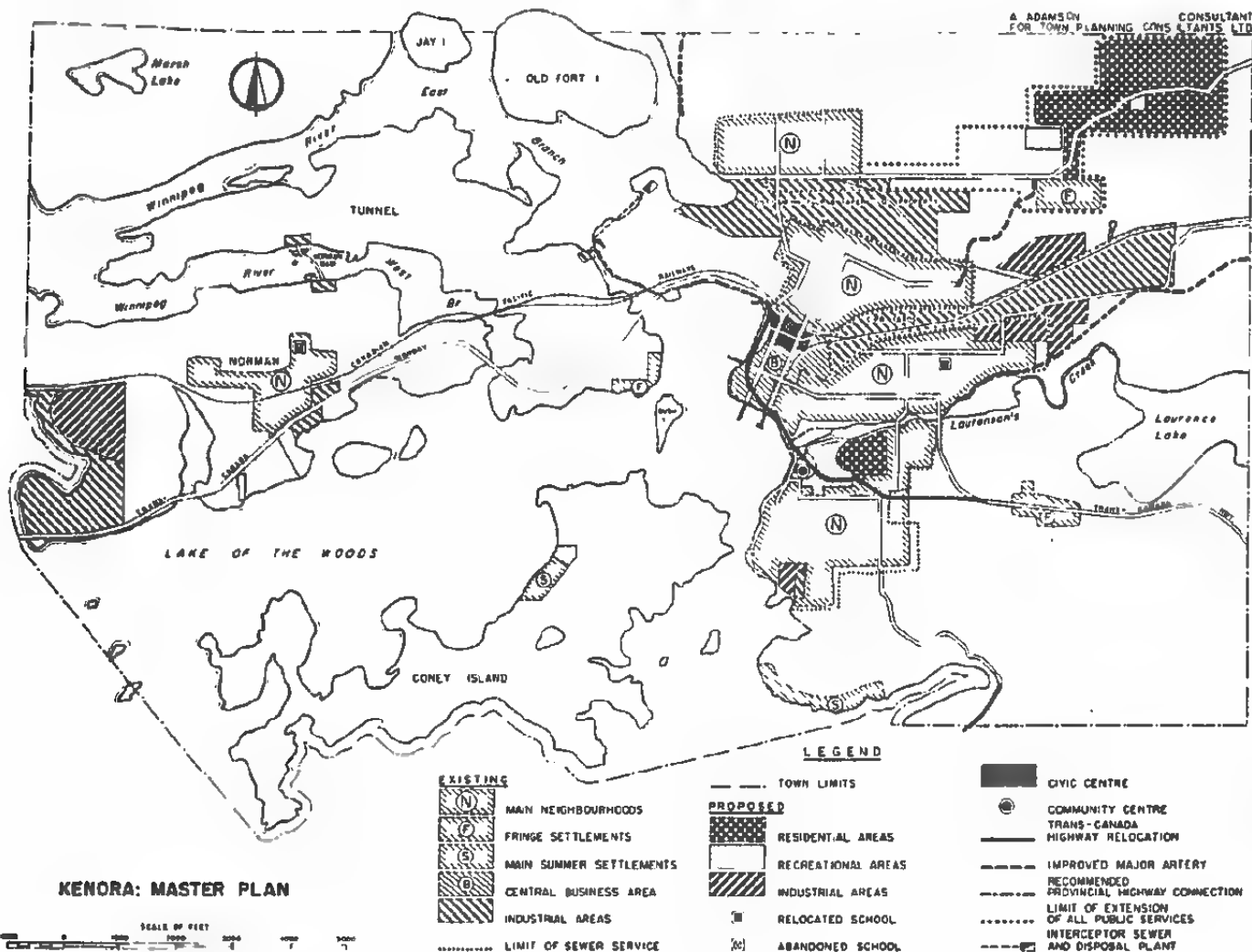
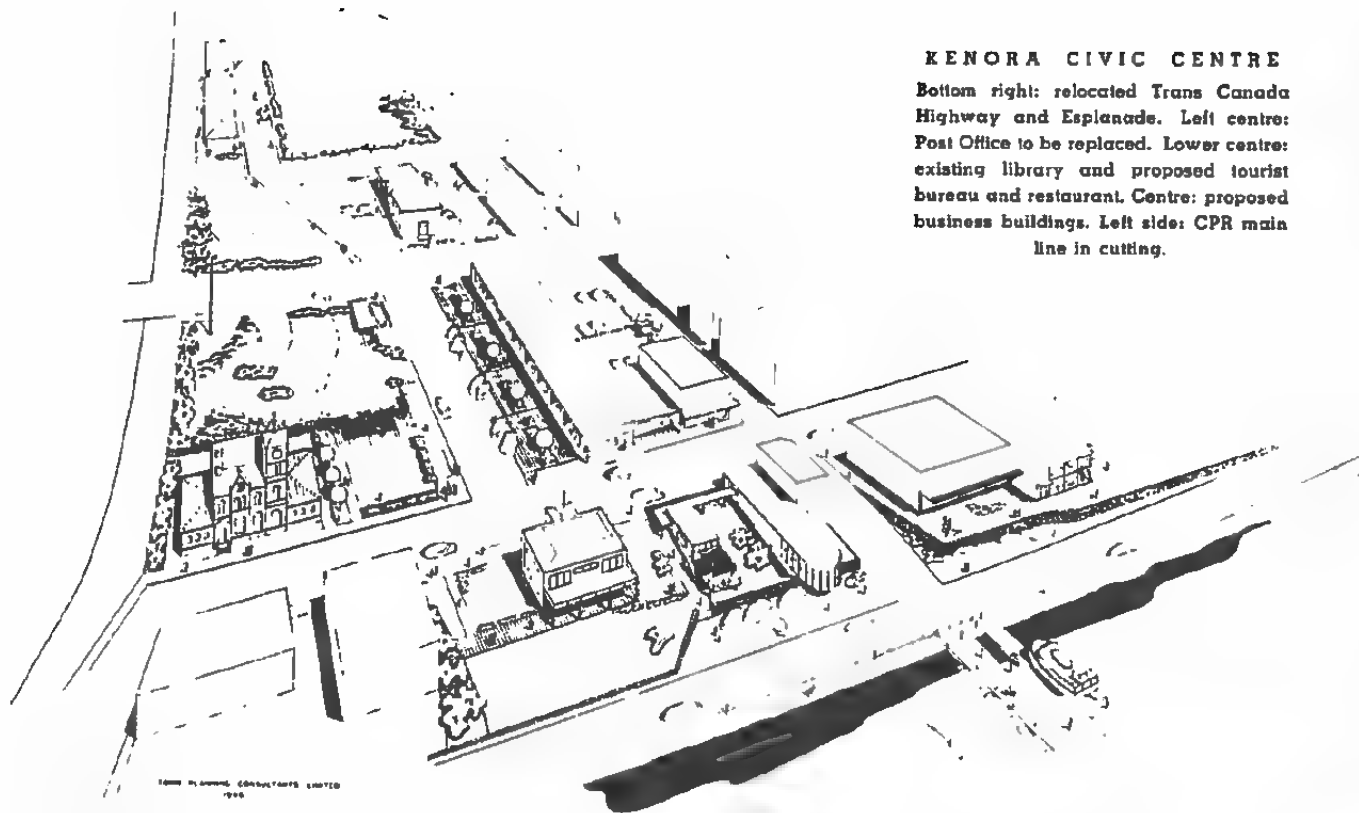
## Principal Public Improvements

To construct a sewage disposal plant.

To construct a trunk interceptor with pumps to carry

# **KENORA CIVIC CENTRE**

Bottom right: relocated Trans Canada Highway and Esplanade. Left centre: Post Office to be replaced. Lower centre: existing library and proposed tourist bureau and restaurant. Centre: proposed business buildings. Left side: CPR main line in cutting.



sewage from existing outfalls to the disposal plant, or, if assisted by government to construct a modern separate sewerage system.

To abandon the school at Norman and build one new school and to co-operate with the town of Keewatin in enlarging the High School. To enlarge the High School playfield.

To co-operate with Government in the relocation of the Trans-Canada and other highways entering the town.

To construct an esplanade behind Main Street along this highway.

To remodel one railway subway and co-operate with government in the construction of a bridge over the railway outside the town limits.

To build a new town dock.

To extend and improve certain streets.

To develop a new park on town owned property.

To develop town leased property outside the town for recreational purposes.

To acquire property and develop a Civic Centre using a town owned building as town hall.

To acquire land and maintain public parking areas.

To construct a Community Centre and Tourist Pavilion on town owned property on the Lake of the Woods.

To drain the Central Park area.

To improve rough park land on Coney Island for recreational purposes.

To co-operate with the Government in the development of Rabbit Lake for local citizens' and tourists' recreation.

To improve the water supply to the hospital on Tunnell Island.

## TERRACE BAY, ONTARIO

In the centre of the bush land, 20 miles east of Schreiber, Ontario, a planned community is now under construction. Its function will be merely residential, to house the employees of the Longlac Pulp and Paper Mill that will be situated about  $\frac{3}{4}$  miles north.

As a basis for planning Terrace Bay, it was determined that:

1. All land and physical equipment of the town will be owned and operated by the Company, and the final administration of the town decided by the Company at a later stage.
2. Favourable soil conditions exist in the site selected, and its topography is suitable for economical public utilities.
3. The maximum size necessary and expected is a town of 1,000 families, of which:
  - (a) A population of between 300 and 400 families, or a population of upwards of 1,200 people will have to be provided for initially.
  - (b) A final population of between 800 and 1,000 families or a population of between 3,500 and 4,500 people may be attracted to the town by the employment offered by the company.
  - (c) A larger population than 5,000 may develop due to the location of additional plants offering employment.
4. The greater portion of the population will be married and most of these will have children.
5. Housing and all community facilities will be developed and extended in accordance with the demands of the population growth.
6. The focal points, such as commercial and recreational areas will be so located as to serve the town at equal distances from the extreme points of the residential areas and railway station.

### Factors Determining the Town Pattern

Physical factors determining the town plan are:

1. The existence of the railway forming a northern boundary.
2. The existence of a marshland forming an eastern boundary.
3. The existence of an escarpment forming a southern boundary.
4. The existence of the river forming a western boundary.
5. The existence of the three large rock outcroppings in the centre of this area.
6. The position of the Trans-Canada Highway to be constructed by the Department of Highways (Ontario) along the escarpment bending north-east to the railway.
7. A heavy snow fall with low winter temperatures, and in the summer, the fog on the southern slope leading down to Lake Superior.

In the preparation of the plan, the following data were assumed as guidance:

### Economic Base

- (i) Estimated average yearly income
 

for 340 families (initial pop.)	\$ 1,843
Estimated average yearly income for 1,000 families (final pop.)	\$ 1,843
- (ii) Total purchasing power of 340 families ..... \$314,500
 

Total purchasing power of 1,000 families	\$925,000
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- (iii) Rental Subsidy:
 

Total cost of building, land and improvements per dwelling unit	\$ 6,600
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Operating cost and amortization per year - 8%	\$ 525
Required rent per month	\$ 14
Average rent-paying capacity per month	\$ 30
Monthly subsidy required	\$ 14
Total subsidy per year for 340 families	\$57,120

### The Town Pattern

The three large rock outcroppings and the highway divide the town into 3 well defined areas. On the east and to the north of the highway are 4 areas of about 44 acres; on the west, a residential area of about 21 acres; and to the south of the highway 3 residential areas comprising about 40 acres. These acreages are for lot area only.

The Trans-Canada Highway crosses the railway from the north to form the eastern boundary of the town, turning west to bisect the town into north and south residential areas, running approximately parallel to the railway. About  $\frac{2}{3}$  of development is "inside", or north of the highway. A subway under the highway to the south-west of the rock, connects southern with northern residential areas to provide a maximum of safety for school children.

The highway gives limited access to the residential areas within the town, and branches to the railway station and factory.

Connecting roads within the residential areas lead to all parts of the town.

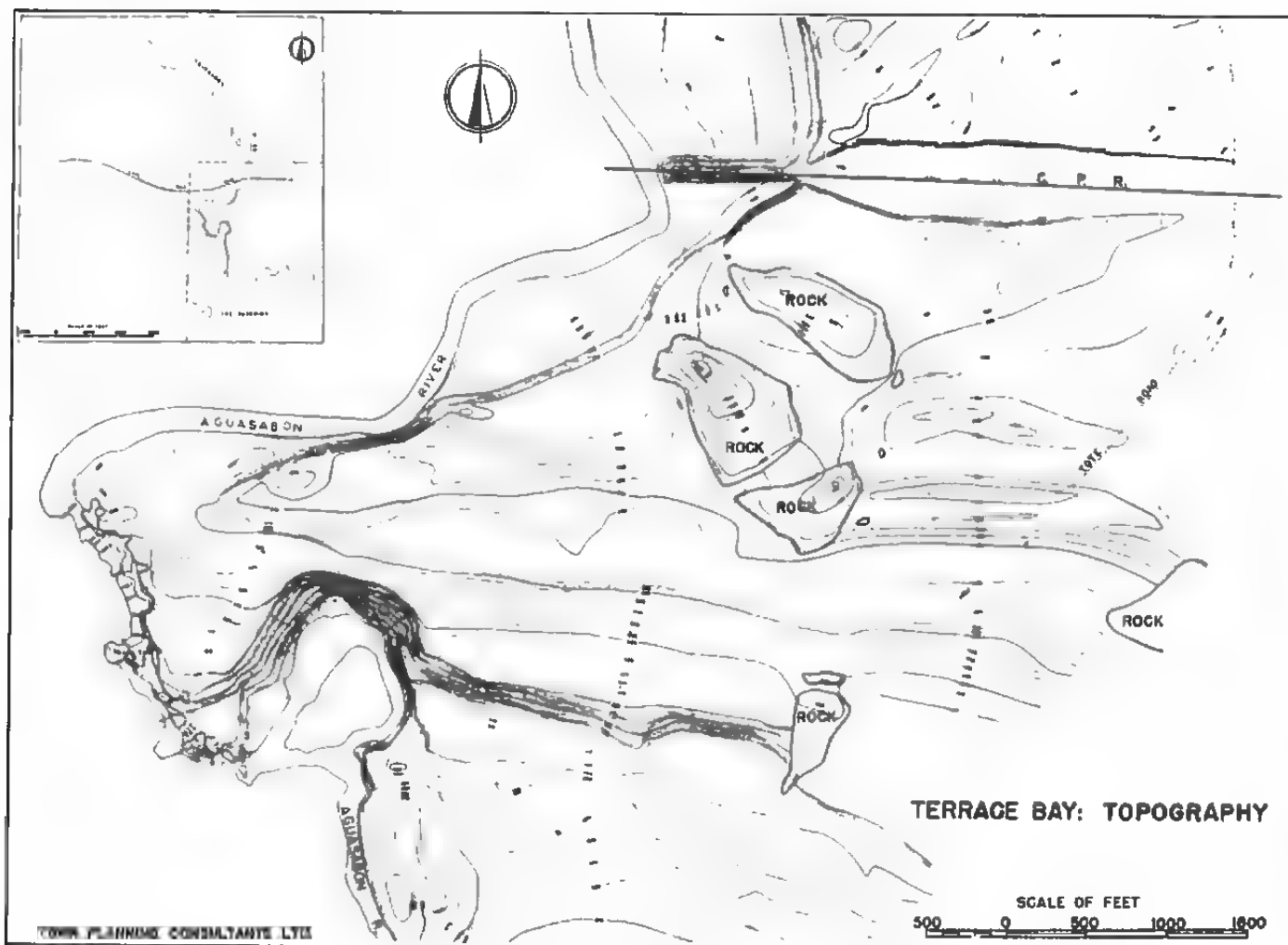
The shopping centre is located north of the highway, slightly to the west of the bend. The shop fronts face south; the main shopping street is off the highway to avoid impeding through traffic and to provide quieter shopping facilities.

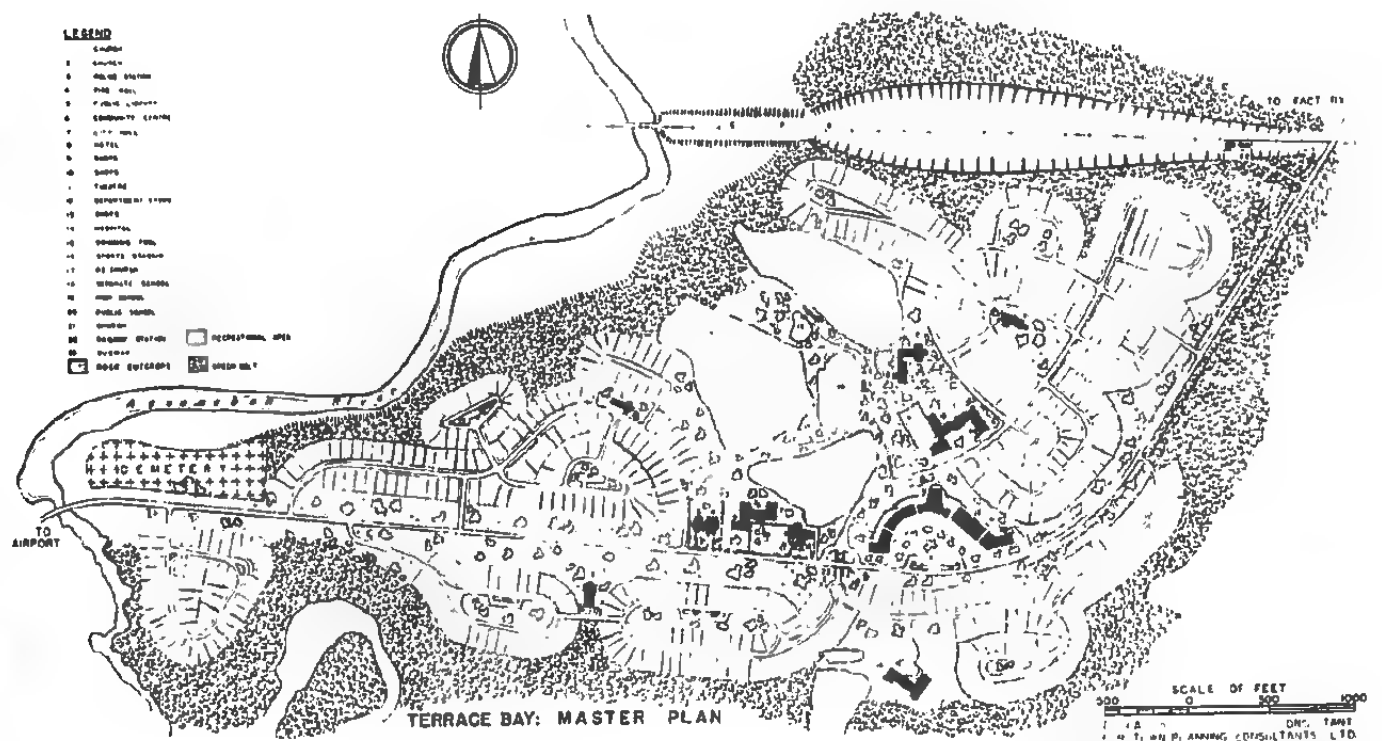
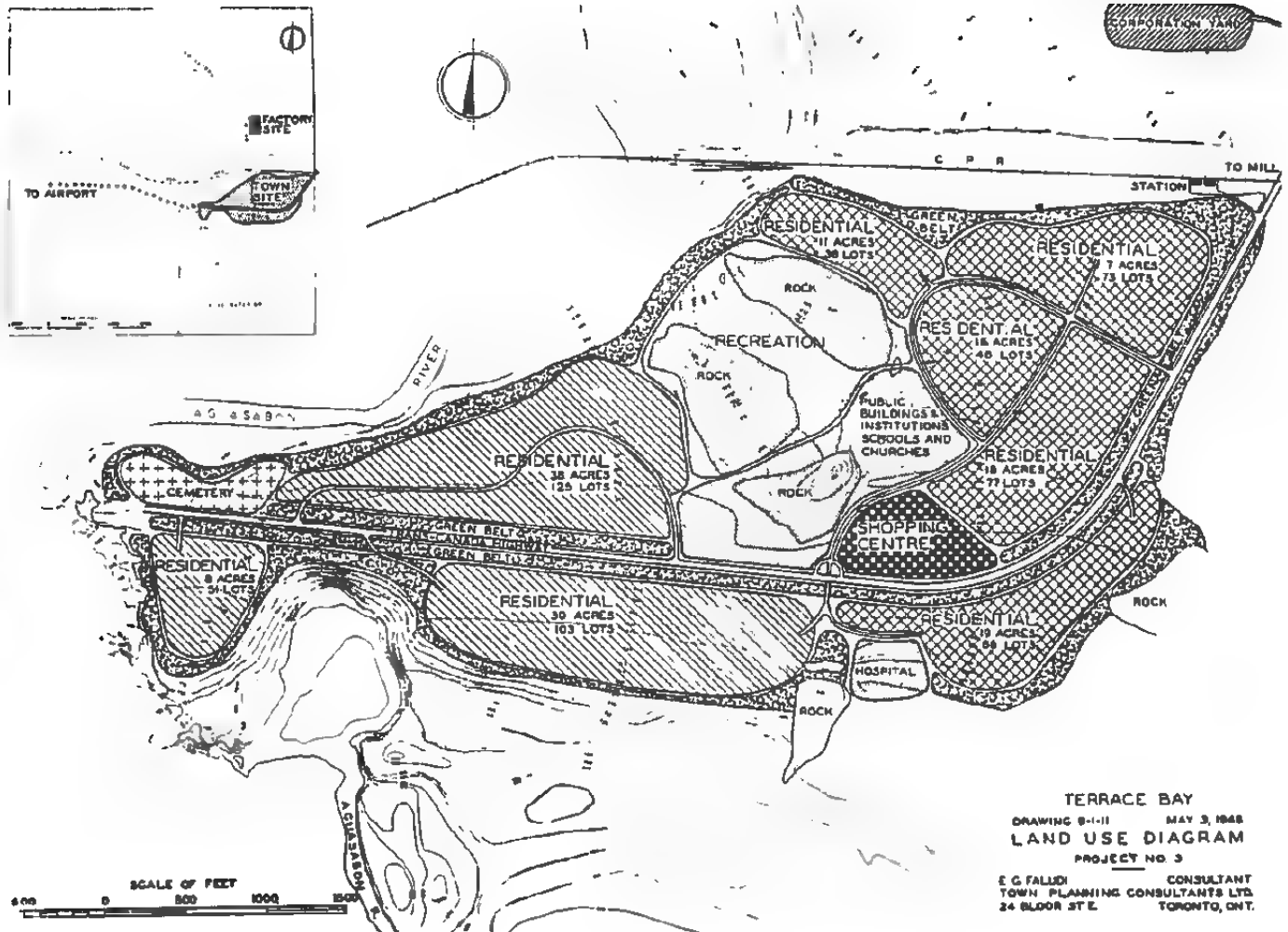
The school and church area is located in the free spaces between the rocks, is convenient to all parts of the town, and is large enough to serve the entire town.

The main area for recreational purposes is also located between the rocks, in combination with the school and church area.

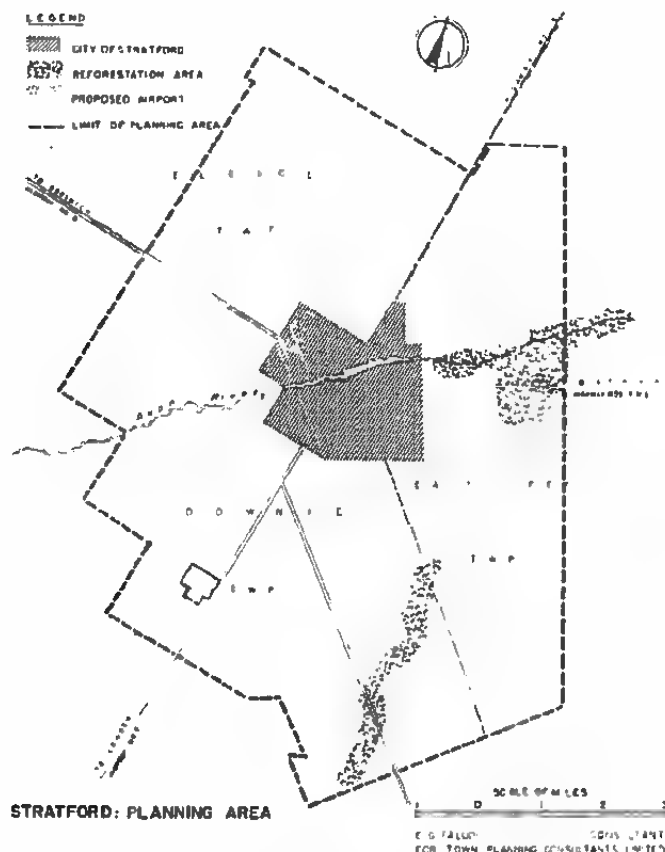
All residential areas are separated from the highway by broad green belts and are connected with it by access roads in order to avoid the use of the highway for residential purposes. A green belt is also provided between the northern residential areas and the railway.

The experience in operating this newly planned town will serve to determine a number of factors that have to be considered in planning new communities in the future in Canada.





# STRATFORD, ONTARIO



A planning area of 50 square miles is proposed for the control of undesirable development outside the city limit and for the encouragement of regional projects such as an airport, reforestation and regional parks.

Settlement first occurred on the banks of the Avon River about 1820 and a small village grew into a thriving industrial centre. While most Ontario cities have sacrificed their water fronts to industry and commerce, a few far-sighted citizens of growing Stratford formed a Parks Board in 1904 and purchased the land on both sides of the river. They later engaged landscape architects from Montreal and New York and constructed one of the finest small park systems in North America along it. The Grand Trunk Railway endeavoured to build a railway along the river bank in 1911, but was successfully resisted by the Parks Board. By 1920 they acquired practically all the land they now own, and have incorporated the ruins of the original water mill in the park scheme.

Stratford is in the midst of a production network in the peninsula of south-western Ontario where diversified manufacturing trades are well integrated. Stratford is the divisional point of the C.N.R. and of Department of Provincial Highways.

Within a 160 mile radius of Stratford lies about one-fifth of Canada's entire population, representing the

Dominion's highest average earnings per employee per annum. It is linked by railway lines with the main transportation routes.

Stratford has many diversified trades; wood and light metal work; furniture, textile and clothing manufacturing; food production; foundry and machine works; and railway shops.

In 1945 the population of Stratford was 18,000 contained in 2,385 acres, of which 800 acres are undeveloped. 5,400 are employed in industry, most of which are expanding. 35% of the population is between the ages of 20 and 44. 9.39% of the city is in park lands.

## Problems

15 acres of the residential area is blighted.

104 acres of the residential area is declining.

Despite construction by Housing Enterprises of Canada Ltd., over 1,000 housing units are still urgently required to alleviate the housing shortage.

The fortunate conjunction at Stratford of five old surveys has caused the convergence of five main concession roads in the centre of the city making Stratford a regional hub. This has now resulted in traffic congestion and presents parking problems.

Cultural facilities have not been developed in relation to its size.

Existing school buildings are inadequate.

## Plans

Plans were made for an expected population of 25,000 by 1976 and included the establishment of a Planning Area in accordance with the Planning Act of 1946 to prevent a haphazard growth of the city and to control undesirable development outside the city limits.

## Principal Regulations and Encouragements of Private Improvements

To adopt a Zoning By-Law.

To reserve and develop 74 acres of land around future factories and industrial areas for recreational and buffer purposes, and to continue the development of presently owned park properties for recreational purposes.

To restrict within the city limits, 715 acres of vacant land for farm or residential uses on a minimum of one acre to a house.

To restrict approximately 350 acres of vacant land to house the anticipated population on the basis of a density of four houses per acre and to restrict 15 acres of blighted residential areas for redevelopment under the National Housing Act.

To restrict 370 acres of vacant land and 105 acres of declining residential areas for industrial purposes.

To restrict 3,750 feet of additional frontage for neighbourhood commercial centres and 9,600 feet of frontage along main routes for light manufacturing.

### Principal Public Improvements

To co-operate with the government in the construction of a by-pass highway for through traffic in the south-east.

To designate and widen by-pass routes for industrial traffic.

To eliminate traffic jogs and construct four under-passes.

To provide five publically owned parking lots.

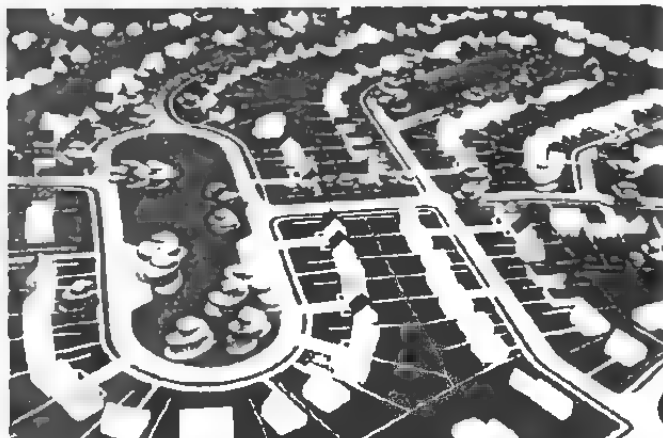
To construct certain new streets in areas of new residential development designed on the neighbourhood pattern.

To co-operate with industry and railways for the elimination of the smoke nuisance.

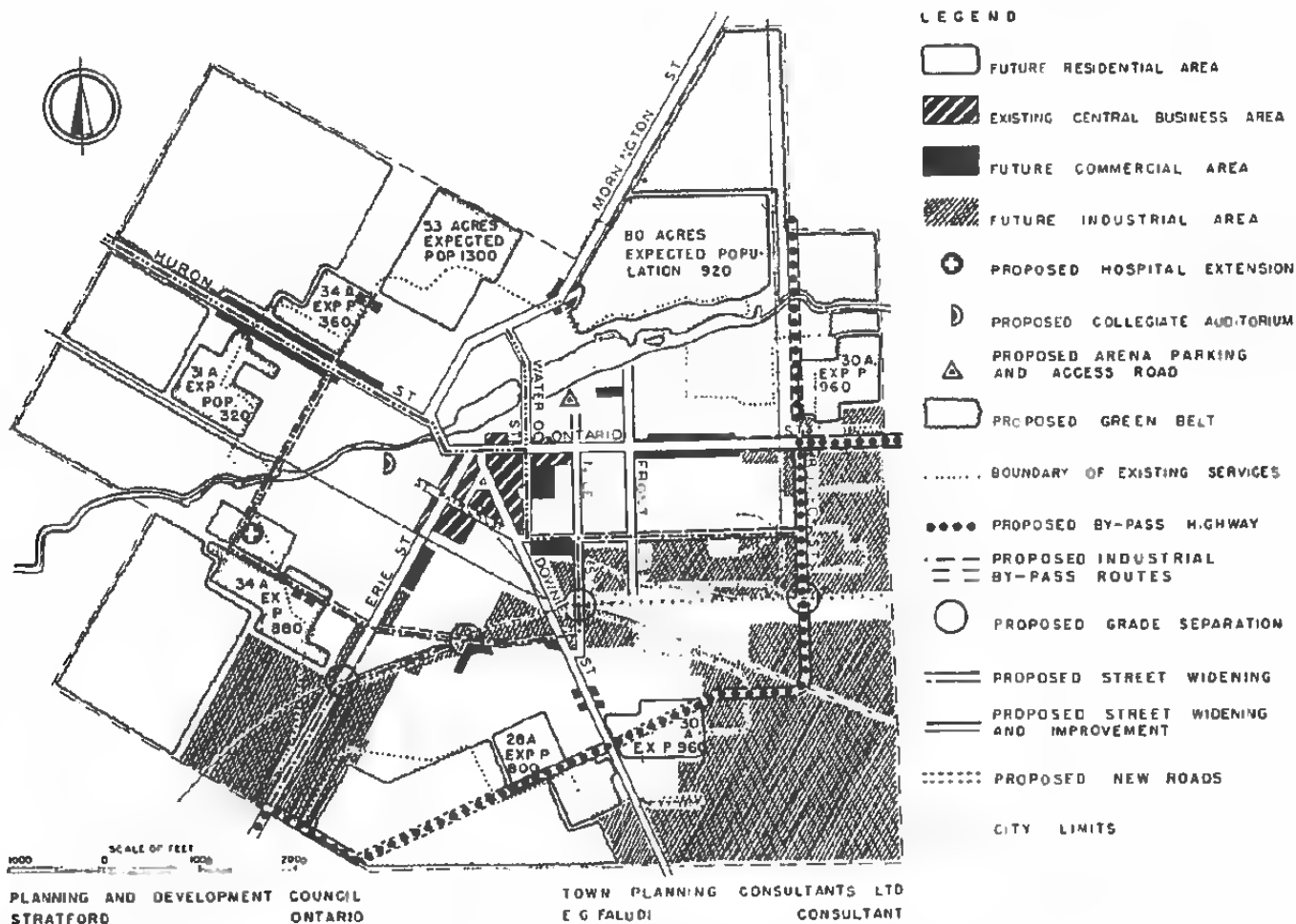
To acquire 200 acres of land for the development of an airport.

To enlarge existing schools to accommodate expected increase in population. No new buildings are required.

To construct an addition to the Vocational School to serve as a Cultural Centre and contain an auditorium holding 1,200 people.



Rental Housing Project Part of the Master Plan in implementation (built by Housing Enterprises Limited.)



### STRATFORD MASTER PLAN

# TOWN PLANNING AT WORK

By DONALD B. STRUDLEY

THIS is the story, not of the Stratford Master Plan, but of the growth, over a several year period, of the "Planning" idea in Stratford and the general acceptance by the whole community of the fact that "Planning" is important to all of them, and that much as we might disagree on certain details, we must within a reasonable period of time get our planning under way, discuss and compromise on the points of disagreement, and then get on with the job of implementing the plans.

Although it was not fully realized at the time, the first practical steps towards Planning were taken by the 1943 City Council when they appointed a sub-committee on "Post-War Works". The thought was to survey the need of civic improvements, particularly as related to the amount of labour each might furnish, and to list the chief items with some degree of priority so that engineering studies and details could be undertaken and a good backlog of work be made ready for an expected post-war depression. This committee did a very good job and made a report towards the end of 1943 that was valuable and constructive.

About the same time, or in early 1944, a number of citizens had become aware of the great development first in Britain and United States, and then in Canada of "Community Planning". The emphasis on this subject in the Curtis Report on Housing and in the National Housing Act, 1944, all helped, and the fact that by that time it was apparent that Stratford must be prepared for substantial growth in the immediate post-war period lent urgency to the discussions. To this group of citizens the "make work" approach was entirely too negative and it seemed that we should get down to brass tacks, discuss what kind of city we wanted and could reasonably hope to grow into, and what our physical requirements would be if we were going to develop that way. The upshot was that Mr. Geo. Mooney, the then Executive Director of the Canadian Federation of Mayors and Municipalities, and an early apostle of Planning, was invited to address a dinner meeting organized by the Stratford Rotary Club and to which representatives of all local official and semi-official bodies were invited, such as the City and County Councils, Board of Education, Public Utility Commission, Industrial Commission, Parks Board, Board of Trade, Trades & Labour Council, other service clubs, etc. Mr. Mooney did a splendid job of outlining the objectives and benefits of Planning but warned us that experience showed that a Plan to be successful must be the result of careful working and thinking on the part of a great many local citizens, and that, necessary as an outside Consultant might be, the Plan when finished, if we expected it to be adopted, should be the citizens' own plan, and not solely that of an outside Consultant.

Resulting from this meeting was a decision, endorsed by the City Council, to set up a Stratford Planning & Development Council, representative of all organizations in the city, official or otherwise, who had an interest in the community. This Council was organized in early 1944 and elected an executive of seven members, who undertook the development of a comprehensive Planning programme. Sub-committees were set up to consider questions of Population and Retail Trade, Employment and Industry, Community Objectives (broken down into sub-committees on Housing, Health and Hospitalization, Schools and Recreation, and Airport), Zoning and Land Use, Finance and Legislation, and Public Information. Forty or fifty citizens representing a very wide cross-section of the community were interested in the work of these committees and sub-committees and their studies during 1944 resulted in the compilation of much useful and needed data and considerably furthered the interests of this group, and of the Community, in the whole project. By Fall of 1944 most of the committees had prepared a preliminary report outlining the field of their studies, and in some cases, had presented well documented programmes for further action. The Sub-committee on Health and Hospitalization, for instance, had carefully reviewed the problem of integrating all hospital facilities including General, Isolation and Chronic, and developing expanded facilities to meet the calculated future needs. The Department of Health and the Minister of Health had been in on the discussions and had approved them in principle, and the committee reported that they needed an appropriation to engage architects to proceed with more detail planning before any further progress could be made.

In January, 1945, the Planning and Development Council asked the City Council to approve a budget provision of \$7,500 to enable them to start an architectural firm on Hospital Plans and to cover other contemplated expenses and this was done. They asked also, and City Council agreed, that as a temporary measure no City-owned lands should be sold without obtaining a report on them from the Planning & Development Council. This simple step has proved of immense importance and has been the means in a number of cases of avoiding situations "going wrong" during the process of planning.

By the middle of 1945 it was apparent that we also needed expert Planning Consultants to give guidance and help in our whole Planning Programme and after discussions with a number of firms doing this work, we engaged Town Planning Consultants Ltd., of whom Dr. E. G. Faludi is Managing Director, to schedule and supervise the planning work with the idea that we would have our Zoning By-law and Master Plan proposals ready

for presentation to the public by early summer of 1946. Under Dr. Faludi's direction a Planning Office and full time staff were set up in the City Hall and a more intensive programme of work undertaken. The previous committees had largely completed their work and submitted reports and the Planning and Development Council was then re-constituted as two major committees - a Planning and a Zoning Committee each of which met every two weeks through the winter of 1945-46.

One of the first tangible results from the new Planning Office set up was in the field of Housing. Housing Enterprises of Canada Ltd. had just been set up to undertake large scale rental housing developments. Stratford's housing situation, particularly for returning veterans, was desperate, and we wanted to get action at the earliest possible date. By putting the whole Planning Office Staff on the job for two weeks in November, 1945, we completed a detail factual study of the actual housing situation of the some 500 veterans who had returned home at that date, and by adding to this the very complete information previously prepared by the Committee on Employment and Industry, we were able to complete a very useful report for Housing Enterprises, proving beyond doubt that we had a need of up to 1,000 housing units, and had industrial employment at wage levels that enabled a very large proportion of the total population to afford the rents Housing Enterprises contemplated.

On the basis of this report we obtained an almost immediate favourable decision. A site was chosen to fit in with our larger plans and Town Planning Consultants Ltd., in conjunction with the Stratford Planning Office, undertook the detail site Planning. This development of 108 immediate houses on a site planned for over 300 eventual houses was one of the first in Canada to actually get into construction, and is now well advanced, and is considered by Housing Enterprises to be one of the best and soundest of any of their developments to date.

In January, 1946, we again asked and obtained City Council approval of our budget of \$8,000 to complete work on the Master Plan and Zoning By-law, cover the expense of having them implemented, and to cover the cost of a public exhibition in June to present the plans to the public.

The Planning proceeded about on schedule and in June a very impressive Planning Exhibition was opened by Premier Drew and continued for ten days. During that time the public admissions represented 25 per cent. of the population of the community which we felt indicated a very broad interest on the part of the citizens. During the Exhibition also three public meetings were held to discuss the Zoning By-law proposals in the three sections into which the City had been divided. The Zoning Proposals in the form of maps and Tables of Permissible Uses had been well publicized in the newspaper and were, of course, displayed in the Exhibition and the public were invited to question or criticize them. The meetings were well attended, and the suggestions

and criticisms were almost all on the basis that this or that proposal was unwise for the community, rather than that it would hurt the individual concerned. Out of these meetings a considerable number of changes were made in the proposals, and a great deal accomplished in explaining the proposals to the people who were going to be directly affected.

During the Spring of 1946 the Planning Act, 1946, was passed by the Ontario Legislature and this was, of course, reflected in our proposals. We contemplate that the Stratford Planning and Development Council will be reconstituted as a Planning Board under this Act and that it will carry on to administer the Plan. If the Planning Act had been in effect when we started in 1943, we would no doubt have used it and this would have given better and more efficient direction to our efforts. A good many of us feel, however, that the groping we have done over several years to arrive at our present plans has not all been wasted and that out of this very democratic approach we have interested more citizens in the planning process and, if so, this will probably pay future dividends as the plans are implemented.

Our present position is this:

The City have officially asked the Minister of Planning and Development to set up a Planning Area for Stratford. The area recommended by the Planning and Development Council includes parts of four adjacent Townships, two of which have definitely agreed to come in, and we hope shortly that the problems in respect to the other two Townships will be resolved.

When the Planning Area is settled a Planning Board will be set up representing the several municipalities in the Area.

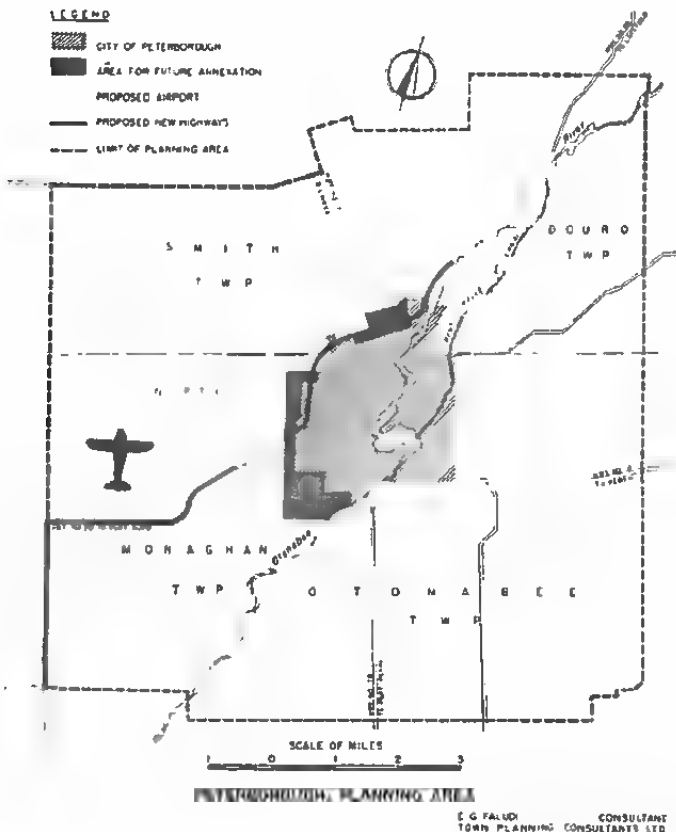
A Zoning By-law is practically ready for presentation to City Council and has been widely discussed, to settle controversial points, before it is presented.

A Master Plan covering Planning Requirements for an estimated 30 year period ahead is ready for final approval by the new Planning Board before presentation to City Council.

A number of projects recommended as urgent in the Master Plan are well advanced. For instance, Marani & Morris in Toronto have completed preliminary hospital plans and the problem of settling the financing arrangements is well along; J. D. Kyles in Hamilton has plans well advanced for a Secondary School addition, including a Civic Auditorium and these plans are being discussed with the Department of Education; almost two hundred housing units, practically all in carefully planned neighbourhood developments are being erected by Housing Enterprises, Wartime Housing and private capital and will be completed this year.

All in all we have high hopes in Stratford that the community will be able to finalize and accept a very constructive long range plan, that will help immeasurably over the years as we gradually grow into the city that we want to be.

# PETERBOROUGH, ONTARIO



A planning area of about 84.3 square miles in a radius of about 6 miles of the city limit is proposed for the purpose of preventing haphazard growth of the city and to encourage desirable development outside the city limits.

Settlement first occurred on the banks of the Otonabee River about 1825 and a small village gradually grew into a logging centre. The river provided power to the early mills and its banks became taken over with small industries serving the increasing number of local settlers.

The railways came to Peterborough in the early sixties from five directions, one main line running through the centre of the town and another along the river. Later industries settled by these lines in different parts of the town. The three largest being U.S. subsidiaries making electrical products, cereals, clocks and dairy machinery.

The river bank has been given over to industry and hydro-electric power and its waters contaminated. Very little use has been made of a potentially charming small lake through which it passes, nor of a pleasant little creek which flows ignored through the city.

Recreationally the town has not equipped itself too well but it is fortunate in being near to an important recreational and sports region to the north.

The city despite certain disadvantages due to ill considered development in the past has a curiously old world wealthy conservative air for an industrial city and considerable funds are in hand for the construction of public buildings.

In 1945 the population was 32,379 contained on 924 acres. 8500 are employed in industrial plants most of which are expanding. 40% of the population is between the ages of 20 and 44. 7.8% of the area is park.

## Problems

27.2% of the residential area can be considered sound. If preventive measures are not taken 38.5% is in danger of deteriorating and 34.3% is already declining or blighted.

There is a shortage of approximately 1300 dwelling units of which 1,000 need be for rent.

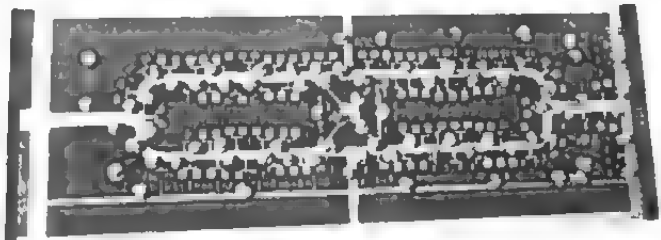
The local needs for playgrounds are inadequately met.

All traffic coming into Peterborough passes down its main street causing danger and congestion.

Only 15% of the streets in Peterborough are paved.

There are 76 level crossings, 18 of which are on major streets and main line railways and one track runs down the centre of an important downtown street.

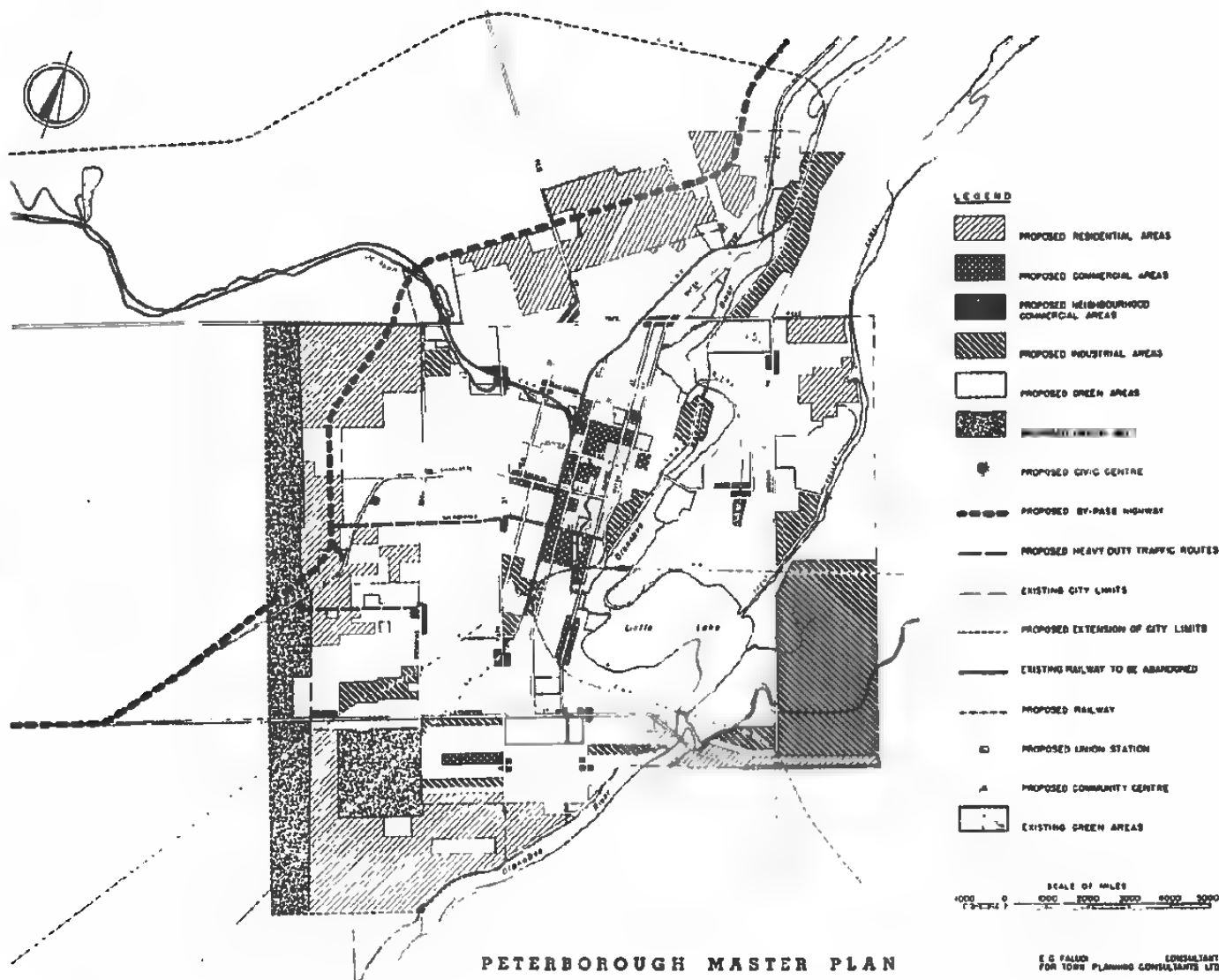
There is an acute lack of parking space in the business area. Both CPR and CNR stations are obsolete. There are no facilities for air transportation. There is no building adequate for community cultural activities. There is a lack of business frontage available in the central area.



Rental Housing Project, planned and developed by Housing Enterprises of Canada Limited.



Civic Centre: The group of white buildings on the left contains extension of public library, auditorium and city hall.



## Plans

Plans were made for an expected population increase up to 50,000. In this increase is an anticipated immigration of 9,000 people over and above that by natural increase. Plans include the naming of a Planning Area of 84 square miles under Provincial legislation to control fringe development, and the annexation of 775 acres to the city proper with the purpose of housing an anticipated increase in population.

## Principal Regulations of Private Improvements

To adopt a Zoning By-Law.

To designate 775 acres of existing vacant land to residential use for the increased future population; to re-develop with government assistance, approximately 40 acres for residential purposes upon a neighbourhood street pattern; to acquire and develop 99 acres of land for recreation; to restrict 10 acres to a green belt in order to isolate industries; to restrict 398 acres of vacant land to form a farm belt with a density of one house per acre; to restrict 10,000 feet of frontage for commercial purposes in new residential neighbourhoods; to restrict 455 acres of vacant land and 25 acres of declining residential property for industrial use.

## Principal Public Improvements

To participate with government in the diversion of Highway No. 28 to by-pass the business district.

To improve, pave, widen certain streets and eliminate traffic jogs and construct a traffic circle.

To surface all residential streets.

To plan a new street system on the neighbourhood plan in areas set aside for the residence of the anticipated population increase.

To construct a city hall, an extension of the public library and a community building to form a civic centre.

To remove the present market building and rearrange the market square providing parking area.

To participate with the CNR in the removal of tracks from Bethune Street, joining the existing CPR tracks on the east shore of the Otonabee River. To erect a Union Station on the site of the present CPR station.

To participate in the development of a bus terminal adjacent to this station. To provide parking space behind commercial frontages of certain blighted blocks. To participate in the development of a commercial airport and a landing field.

# ETOBICOKE, ONTARIO

Etobicoke Township, part of the metropolitan area of Toronto, is situated along the western boundary of the city. It was incorporated in 1850 with a population of 2,904 and its development falls into five stages. The first stage ended about 1780 and was the age of river travel and fur trade, the Humber River being the principal means of transportation. During the second period from 1780 to 1840, land settlement, water power exploitation and the milling industry became significant. The third period, from 1840 to 1911 was the age of steam power and railway transportation. The following era from 1911 to 1939 was based on residential development made possible by the automobile, rapid transit, highways and economical transportation. The final period from 1939 to 1945 marked the beginning of industrial developments which stemmed from accelerated wartime demands for industrial products.

In 1945 the area of the township was 27,312 acres of which 3,892 acres were urbanized. The total population is 21,402 of which 89 per cent. is urban.

## Problems

To determine the future urban area and within this to determine the most desirable locations for residence and industry.

To determine the areas to be used as green belt villages within the agricultural area.

To locate necessary schools to serve the anticipated population.

Some of the provincial highways and township roads are not adequate to carry the volume of traffic to which they are subject.

## Plans

Plans were made for an anticipated population increase of 10,000 during the planning period of 20 years. Plans call for an application to the Department of Planning and Development to declare the township a subsidiary Planning Area within the Toronto Planning Area.

To divide the township into an urban area of 14,045 acres and a farm area of 13,267 acres.

## Principal Regulations and Encouragements of Private Improvements Within the Urban Area

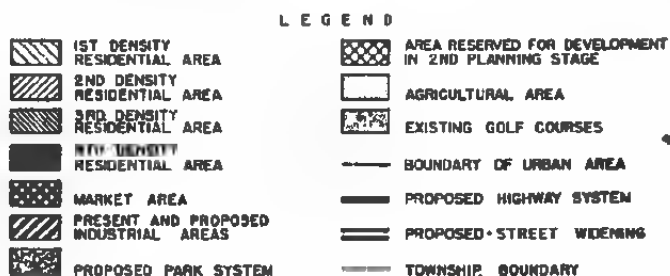
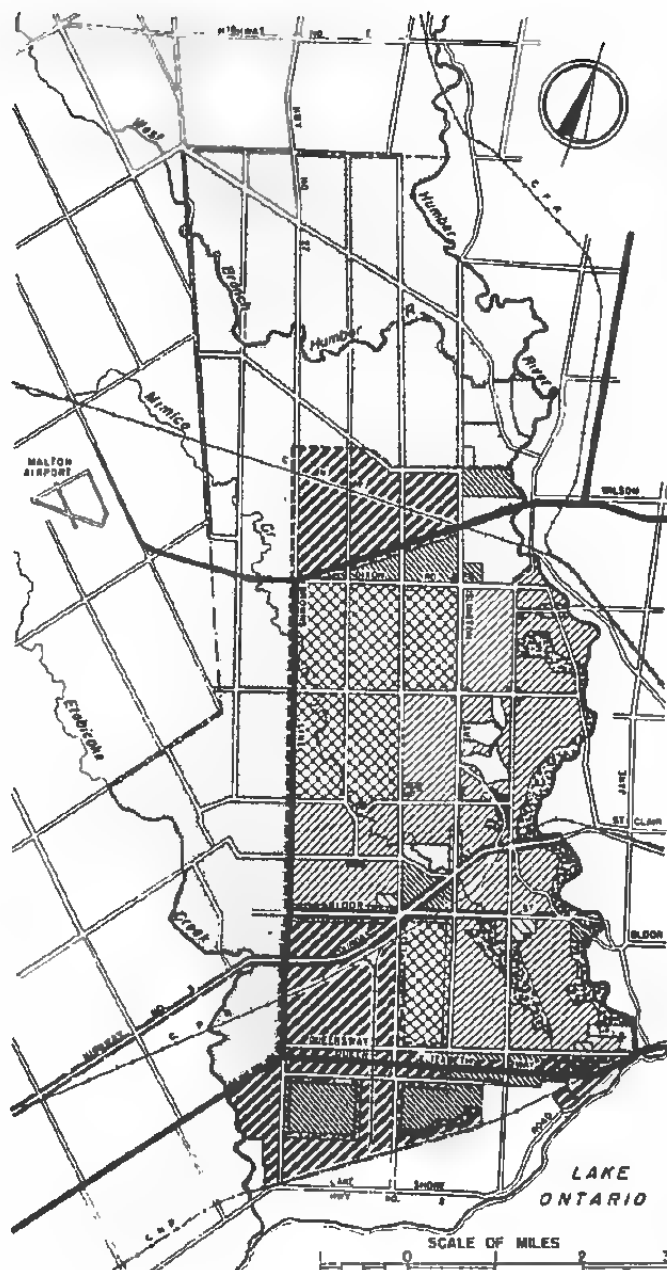
To adopt a zoning by-law.

To reserve and develop 590 acres of land for parks and playgrounds.

To reserve 5,765 acres of vacant land for future residential use with 6,000 feet of frontage for neighbourhood commercial centres in the new residential areas.

To reserve 3,000 acres adjacent to railways and highways for future industrial sites.

To reserve 3,000 acres within the urban area for future development in the second planning stage. During the present stage, this area would be devoted to farms and market gardens.



## ETOBICOKE TOWNSHIP MASTER PLAN

E. G. FALUDI CONSULTANT  
FOR TOWN PLANNING CONSULTANTS LIMITED

## Principal Public Improvements

To participate with the government in the construction of certain highways and the widening of other main roads. To reserve property for three new public schools in the future residential areas.

## deep river: new canadian town

Since the war several nations, notably Britain, have studied the problem of building wholly new towns. The creation of a village as a single building operation has often been achieved in the past for military, colonization or industrial purposes. But so far as we know, the only example of a Canadian post-war settlement created at one stroke by a national agency is Deep River, Ontario. The planning experience gained there may well interest our readers.

Deep River is a special case; it was built in a hurry to accommodate in their off-duty hours the research and operational staffs of the federal government's nuclear fission establishment near Chalk River. It is a purely residential colony that had to be planted in the wilderness. Its inhabitants are largely people with urban backgrounds and a high degree of education. The welfare and stability of the new community had to be thought of, not only for its own sake, but because unrest in this place could directly affect the national security. In a sense, the town of Deep River is a social laboratory just as Chalk River is a physical one.

### *The Site*

The place where atomic workers would live was determined within limits by the choice of a site for the Plant itself. The workers would want to live near it, but not too near. The research establishment had to be put in relatively unoccupied territory, yet many of the workers were used to a full range of urban services and amenities. Many of them wanted to keep connections with eastern universities from which they came. No one was sure how many workers might ultimately have to be accommodated, so plenty of room for expansion was needed.

The Plant was located up the Ottawa River, more or less 100 miles northwest of the capital. A few miles from the Plant there was found an old Indian campsite on the south bank of the river. It was surrounded by shelving, tree-covered slopes—making a rough half-bowl opening north-eastward to the river and the Laurentian mountains beyond. The land was dry, except at its east and west limits, where rock outcroppings interrupted drainage. The only users were a few summer cottagers, subsistence farmers and squatters. About 15 square miles were acquired between the river and a provincial highway that parallels it less than a mile away. The adjoining lands were largely in public hands—a forest reserve upstream and a military area downstream. Across the river were private timber, fishing and hunting preserves. The frontage on the highway was in private hands, and remains so.

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(For aid in preparing these notes the editor wishes to thank the following: the President of the National Research Council, Dr. C. J. Mackenzie; the Vice-President and Director of the Atomic Energy Project, Dr. David Keys; the planning consultant, Prof. John Bland; and the architect in charge, Mr. Peter Dobush.)

### *The People*

Deep River is not an incorporated town. It was managed, up to a year ago, jointly by a wartime defence corporation and the National Research Council. At the end of 1946 the Research Council assumed all aspects of the town's administration. The town was designed in consultation with Professor John Bland of McGill University, and built by contractors with the Crown agencies.

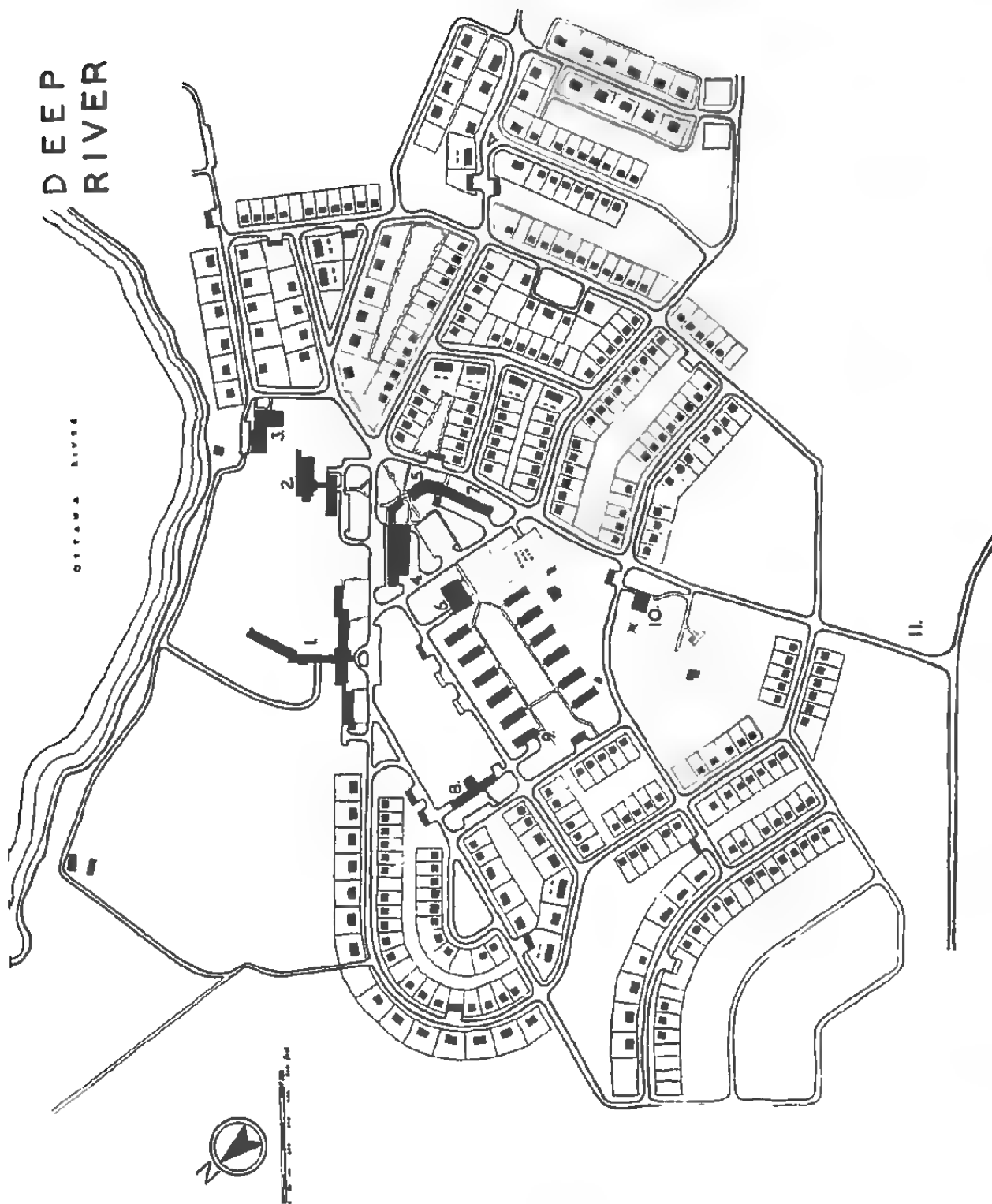
The breadwinners of the new community are of three occupational groups: salaried people with a wide range of scientific skills; hourly-paid assistants in the operation and maintenance of the nuclear fission Plant; and those engaged in maintaining and servicing the town itself. A reflection of the novelty of their work is the fact that the average age of the townspeople is under 30. The senior members of each group are nearly all married men; only about one-quarter of the remainder are unmarried. Very few of the workers live outside the town. The income levels are probably slightly higher than in most single-industry communities.

There are at present about 360 workers living in rented dwellings with their families. A similar number live in the staff hotel and dormitories provided. The total is thus about 1800 people. To meet the variety of family needs and tastes, and yet to attain the required speed of construction, a dozen types of standard one-family houses and small apartments were adopted for the town. These houses had proved themselves in temporary and permanent munitions workers' housing projects; indeed many of them were moved to Deep River from such projects (see photo). Most of them were occupied within a year after the town-site had been chosen. The rentals are very low.

### *The Plan*

The planners of Deep River were thus faced with the problem of developing a new area, and siting nearly 400 buildings—mostly small, and of standardized appearance—upon that area. And they were given little time to solve the problem. One of them says: "Decisions had to be made in the path of the bulldozer." They decided upon ample lots (averaging 50 by 120 feet); with the other requirements this meant immediate development of about 150 acres. The small meadow on the river bank where Indians had camped was chosen as the village common. This would plainly be the focus of the new town. It was clear that the main entrance road from the highway should lead down to this area. The planners chose to place the public buildings (school, community centre, shopping centre, town office and staff hotel) around the ledge that bounds this clearing. Special efforts were made during the construction period to protect natural growth on the town common. (See plan on page 5). The street pattern was made to take advantage of the terraces upon the surrounding slopes, and partly to use roadways already cleared.

To each street they allotted, for both social and visual variety, a mixture of house types. No hedges or other marking of front yard boundaries were permitted. Houses were placed to leave some larger trees standing in their rear yards. The houses are helped to look like



## 1945

Plan of Deep River at about 400 feet to the inch. Highway No. 17 is at the bottom of the plan, leading northwest (left) to North Bay, and southeast (right) to Pembroke and Ottawa. The Ottawa River is at the top of the plan. The principal buildings are as follows:

1. Staff Hotel.
2. Community Centre.
3. Primary School.
4. Shopping Centre.
5. Town Office.
6. Cafeteria.
7. Town Garage.
8. Hospital.
9. Furniture Store.
10. Heating Plant.
11. Roman Catholic Church and School Site.

The Atomic Energy Plant is about 12 miles by road to the southeast.

related groups by deliberately leaving an occasional house-lot vacant. The use of heavy mechanical gear for speedy site-clearing led to considerable destruction of tree cover, which had been counted upon to screen the town into several clusters of buildings grouped around small enclosed clearings. In the event, the machinery used to grade roadways, dig pipe-trenches and make building excavations obliterated the intended sense of verdant enclosure; where there was to be a street, the machines cut a swathe nearly 250 feet wide.

The order of construction was governed by progress in preparing the site, by the accommodation needs of the construction crew, and by the availability of materials for the houses. Thus the central barracks were built first, then houses brought in large panels from other projects, and finally those buildings requiring a high proportion of work on the site. The most desirable lots were thought to be near the shore to the west of the staff house; in this "district" the houses of senior members of the community were intended—but bad drainage altered the scheme.

### Services

The central group of shops have at their middle a bank and a post office. Other large units in the group include a general store and a grocery store—both operated by large Canadian chains. The shopping centre contains nearly 20,000 square feet of floor space, of which the above four units occupy three-quarters. Other major units are the community caterer (operating staff dining rooms) and the drugstore. Tailor, barber, beauty shop and shoe repair are also located in the shopping centre. A furniture store operates in one of the buildings left standing in another part of the town by the building contractor. Watch and radio repairs are done by townsmen in their own homes, and one of them also looks after telegrams.

Milk, bread and laundry services are supplied from adjoining towns. Plant personnel may take their meals in a restaurant with table service. This place, like the cafeteria where hourly-paid maintenance and service people may eat, is operated by a nationally known catering firm. Most of the shops and services found difficulty at first (as had the planners before them!) in anticipating the needs of the people of the new town.

The roads total nearly five miles in length. They are all lighted at night, the power being distributed in overhead wires. The roads are still all gravel surfaced. Sidewalks are provided only in the block fronting the shopping centre. There are over 160 motor vehicles in the town, about two-thirds of them being private cars. Traffic being entirely local, the drivers give a refreshing right-of-way to pedestrians. The town and Plant include garage spaces for the whole number of vehicles, as well as nearly 300,000 square feet of public parking space in the central area. The provision for parked cars in front of the shop windows has been criticized. No mechanical traffic control is required, beyond designation of some major thoroughfares by "Through Street" signs. Movement of workers to the plant, and of high school students and shoppers to an adjoining larger town (Pembroke) is almost entirely by busses, operated



by the Research Council. There is little trucking, other than the coal supply and snow removal in winter.

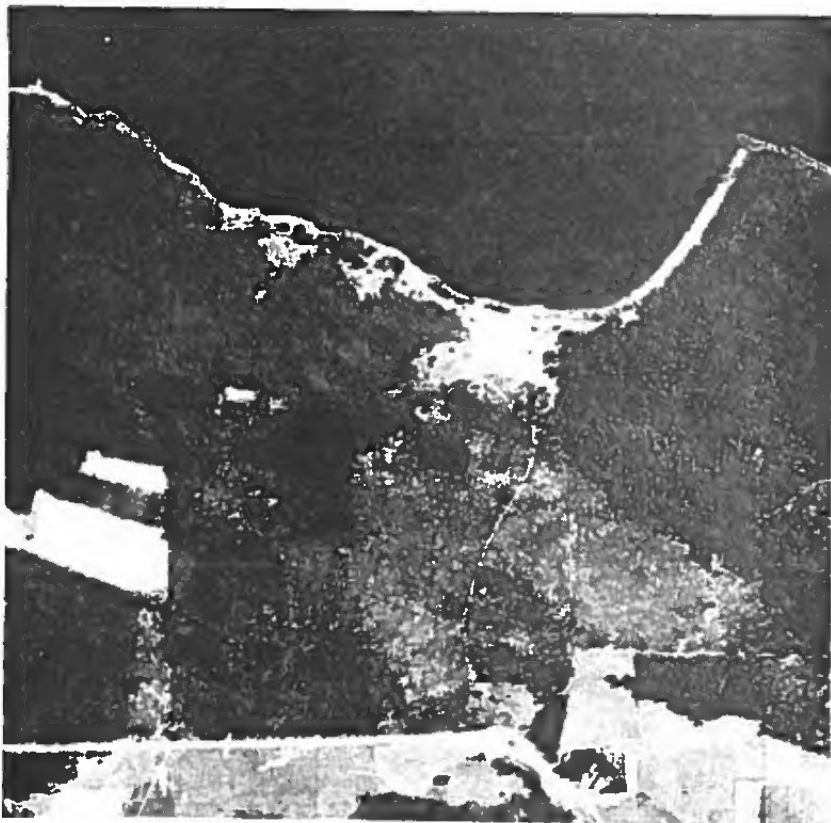
Deep River has over sixty miles of power lines, nine miles of water mains, eight miles of sewers, and a central heating plant for the communal buildings. Water is taken from the Ottawa River above the town, and chlorinated; the sewage is treated, and safe effluents flow out into the river well below the settled area. The sewage plant is adequate for three times the present population. There are frequent fire-hydrants and alarm boxes throughout the town, sprinklers in some of the public buildings, and a 50,000 gallon water storage tank on the highest ground on the site. A fire truck is kept in the town garage. Law and order are looked after by a police force of three men; but their authority in the absence of magistrates and a court must depend upon disciplinary action by the employing administration. Houses and common buildings are kept in good order by a staff of nearly eighty workmen.

### Institutions

Deep River has a five-room elementary school, staffed by six teachers. It was built by the project but is maintained with aid from the Ontario government. The youth and vitality of the population was apparently underestimated—for the school is already overcrowded. (Out of a population of about 1,800, nearly one-tenth are between 5 and 12 years old. The pre-school group is much larger.) The Roman Catholic Commission is now constructing a separate school on the grounds of the Wylie church, adjacent to the village, which will serve the Roman Catholic children from the village as well as those from the surrounding district. The original village school is built on the central open space, and has its own playing fields. It is administered under a Board of three persons, appointed by the Ontario Minister of Education. The library in the community centre is administered by an elected board.

Upwards of thirty secondary school pupils travel daily by bus to the nearest High School, in Pembroke. The bus schedule affords them almost no chance to engage in after-class activities with their Pembroke schoolmates.

In this isolated and unincorporated dormitory settlement, the most active community groupings centre upon various kinds of recreation. The largest group is the alley-bowling league, which includes nearly half the adult population. Skiing, softball, skating, boating, swimming and tennis groups are popular in that order;



← **1944**

Aerial view of Deep River townsite before construction was begun. The beach along the river, the cluster of buildings at the curve of the highway, and the winding trail leading down through pastureland and tree-covered slopes to what is now the Town Common are all evident. (Photo: RCAF)

**1946** →

The Shopping Centre on the south side of the principal street, with wide parking area and canopied walk fronting all the shops.



Workers leaving the bus that brought them from the Plant. Beyond, on the north side of the main street and west of the Shopping Centre, is the Staff Hotel and Dining Room. It is on the slope marking the south and west sides of the Town Common. (Photos: NFB)



the last-named sport engages about fifty regular players. The administration has built a community centre in the common area, with assembly halls, bowling-alleys, activity rooms and kitchen; outdoor facilities adjoin it. (See photo.) There is a professional Director of Recreation, who is advised by a representative Steering Committee. The town movies (three nights weekly) are commercially supplied and operated.

Substantial interest groups also include church societies; a Canadian Legion branch; troops of Boy Scouts, Girl Guides and Wolf Cubs; camera, chess, dramatic, reading, music and science clubs; short-wave radio enthusiasts; a child study group; a teen-age club, etc. Most of these use the community centre. Their fees appear to be unusually low for such groups. They can arrange refreshments either in the centre or from a canteen on the wide sand beach.

The health of the workers at the nuclear fission project was a major concern. A staff of five doctors, two dentists, fifteen nurses and a number of technicians serves both the Plant and a hospital in the town. But again, as in the schools, the age-composition of the population was miscalculated, with the result that the obstetric ward of the hospital is quite inadequate.

Protestant religious services of non-sectarian character are held in the community centre. The Roman Catholic parish church is located on the highway just outside the town. Separate Church of England services are held. There is a non-sectarian Sunday School.

A citizens' council was created among the scientists before the town was built, apparently motivated by apprehension about the standard of facilities to be provided. Efforts were made to continue this committee in altered form as the Town Council. The community's weekly paper supported the idea, and elections were held. General interest in the Council was disappointingly slight—perhaps because this "town council" would have neither authority nor funds. Its disappearance leaves the Recreation Steering Committee as the most active element of self-government in the community. The recreational and religious groupings thus serve to integrate the community, which by its nature is divided into sub-groups, as between family-life and dormitory-eating-hall life. Normal machinery of local government, with its attendant emphasis on full civic responsibility for community affairs, might strengthen the bonds of integration.

### *Effect on Adjoining Areas*

Deep River was not conceived as part of a regional plan; and its peculiar purpose and constitution prevented its fitting wholly into the pattern intended in provincial planning legislation. Nonetheless, the arrival of hundreds of urban families—with incomes to spend and needs to satisfy—was bound to cause a readjustment of the surrounding, relatively simple economy. On the railway, a flag stop has become a busy little station. The highway terminus of the Deep

River Road—the nearest point for the growth of uncontrolled, marginal enterprises—is already becoming the dreary string of gas stations, tourist huts and hot-dog shanties regrettably familiar at other rural road junctions. The Roman Catholic families share an elementary school with others outside Deep River. Pembroke High School serves many other rural areas besides Deep River, and recently in recognition of this the County Council has taken over the Pembroke School and has formed a school area, serving the people within 30 miles of Pembroke on all sides. Pembroke shops experience every Thursday a mass of new demands, some of them more to be expected in a university town than in a railway-and-rural-market town. On the other hand, some of the new Deep River shopkeepers are pleased to find that as much as 25% of their business is quite independent of pay cheques from the government Plant. A few families whose heads are employed in the Plant have built homesteads outside the Deep River community. Also, while organized sports like tennis and baseball are provided for in the town, the hikers, skiers and hunters of the community roam further afield.

The planners, foreseeing some of these regional effects, recommended at an early stage that surrounding municipalities, the provincial and federal governments and the railway company should co-operate to apply a regional plan. The Ontario Planning and Development Act which provides for the creation of a "planning area" has been in force nearly two years. Plainly it should be invoked in the Deep River area.

### *Conclusion*

Thus a new town, to function as its planners hope, needs sensitive attention to many factors beyond the construction drawings. In the plan itself, the location of physical facilities can materially help to weld the new community—for instance, by providing a single place for communal eating. The planners of new towns need in advance the fullest possible information as to intended administrative arrangements—as for instance, whether there will be a single or duplicate elementary school systems, and what will be the form of local government.

We said at the outset that this community was a special case. Most of our readers are concerned with alterations and additions to an existing town, rather than with the creation of a wholly new one. Yet even in designing alterations and additions, there is ample opportunity to apply lessons learned from a laboratory model; a naval architect refitting an old vessel does not spurn whatever has been proven at small scale in a testing basin. Deep River is on the whole successful—certainly far more so than it would have been if less care had been taken to plan it. Its inhabitants are given community advantages and facilities because they are engaged in work of national importance. Let's see if we can build similar features into all our communities—for their own sakes.

# clearing our way to better communities



The test of democratic planning is whether the people will fight for it—not simply whether they will accept it or approve it or join in it—but whether they will fight for it.

—DAVID LILIENTHAL

Community planning is too big a subject for a little leaflet. It is the business of re-arranging gradually the use of things now built here, and arranging intelligently for the structures we know will be built in the near future, so that life in the community may be richer for all.

Obviously, the re-sorting of any town will take time. So did the clearing of the forest, or the building of the railways. But our forefathers did not fail on that score. Now it is our turn in industrial Canada to locate houses and schools and parks and streets so they can do better jobs for us and for the future.

Our timetable of community planning achievement will be governed by two rates:

1. How fast is building going on in any case?
2. How fast are we reaching clear decisions as to the community scene we want to attain by this building?

The building of houses, shops, schools and factories in Canada is going ahead this year — and to keep our full employment pledge will go on for years — at full steam. Our communities are rapidly changing their faces. What about the new looks they are getting? Is civic thinking on these matters going ahead as fast as walls are going up, and drains are going down? Is our community being made over to measure? Community planning is canny shopping for space, civic-wise. It is seeing-what-we-pay-for as a community.

There are five main stages in community planning:

1. Taking stock of what we now have (civic officials in their files probably have most of the items);
2. Finding out what other communities are providing for themselves;
3. Listing our greatest needs, as indicated by our stock-taking and by experience elsewhere;
4. Setting down a detailed description of the community as we see it can be arranged in the next few years—with less detailed notes for future reference; also we'll specify the steps to be taken by public and private agencies to get the community where it wants to go. (This is what everybody recognizes as 'planning');
5. Keeping the town hall and the proper provincial and federal authorities posted at every step as to the community purposes we have elected and appointed them to serve.

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Some work at every stage we must entrust to full-time experts. They are the first to insist, however, that crucial choices for the future of our community must be taken by us citizens — now.